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# SESSIONAL PAPERS

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VOLUME 10.

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THIRD SESSION OF THE FOURTH PARLIAMENT

OF THE

DOMINION OF CANADA.

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SESSION 1880-81.

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VOLUME XIV.

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- No. 39... WEIGHTS AND MEASURES, APPOINTMENTS AND DISMISSALS :—Return to Order ; Appointments or dismissals made under the Weights and Measures Act, from the 1st day of July, 1879, to date, and the causes of such dismissals, if any ; and the receipts and expenditures under the said Act.
- No. 39a... Return to Order ; Correspondence relating to the claim of Théotime Blanchard, late Inspector of Weights and Measures for the Counties of Gloucester and Restigouche, N.B., for the payment to him of the portion of his salary withheld as his contribution to the Superannuation Fund. (*Not printed.*)
- No. 39b... Return to Order ; Charges made against Horatio N. Tabb, formerly Deputy Inspector of Weights and Measures, of the evidence taken on the enquiry into such charges, and of the finding of the officer who made such enquiry. (*Not printed.*)
- No. 39c... Return to Order ; Showing the Revenue derived from the Weights and Measures Branch of the Inland Revenue Department, and the expenditure ; also, accounts in detail of all Instruments purchased for the use of the Weights and Measures Department, and of the expenses, on two occasions, to England, of the Commissioner of Inland Revenue. (*Not printed.*)
- No. 40... IRON AND GOLD ORE :—Return to Order ; Iron Ore and Gold Ore exported from Belleville or the County of Hastings, during the last year. (*Not printed.*)
- No. 41... CATTLE EXPORTED :—Return to Order ; Comparative Statement of Cattle and Sheep exported from Canada to England, during the years 1879 and 1880.
- No. 42... TIMBER LIMITS, QUEBEC :—Return to Address ; Correspondence between the Government of Canada and the Government of Quebec, in reference to the Timber Limits north of the boundary of Quebec. (*Not printed.*)
- No. 43... SMOKED HERRINGS, INSPECTION FEE :—Return to Order ; Correspondence between the Inland Revenue Department and the Chamber of Commerce of Halifax, on the subject of the inspection fee on Smoked Herrings. (*Not printed.*)
- No. 44... LAND GUIDES, N. W. TERRITORIES :—Return to Address ; Showing the names and nationality of all the Government Land Guides in the Province of Manitoba and the North-West Territories, the salary or allowance paid to each, and Statement of all costs and expenses connected with this branch of the Public Service.

- No. 45... MOUNTED POLICE SUPPLIES:—Return to Order; Advertisements for Tenders for Mounted Police and Indian Supplies, together with all Tenders made in response to said Advertisements. (*Not printed.*)
- No. 46... SUPREME AND EXCHEQUER COURTS:—Return to Address: Statements showing all Judgments rendered by the Supreme and Exchequer Courts since the 1st day of January last, the amount of claim and costs in each suit, and the amount of fees paid to the Registrar in each suit.
- No. 47... LAVAL UNIVERSITY:—Return to Address; Correspondence and Memorandum from the Honorable the Minister of Justice to the Honorable Secretary for the Colonies, concerning the amendment to the Royal Charter granted to Laval University of Quebec, from January, 1879, up to this date.
- No. 47a... Supplementary Return; Showing,—  
 1st. The Draft of a proposed new Charter for the Laval University, which Draft was sent to England with the Archbishop and Bishop's petition.  
 2nd. The reply of the Colonial Secretary to that Petition, and all other documents connected with the Laval University question.  
 3rd. The petition and the "Exposé de faits" of "L'École de Médecine et de Chirurgie de Montréal," registered in the Honorable Secretary of State's Office during the present month. (*Not printed for Sessional Papers.*)
- No. 48... THAMES RIVER:—Return to Order; Reports of Surveys made since last Session of the River Thames, from Chatham to the City of London, with the view to the improvement of the Navigation of that River. (*Not printed.*)
- No. 49... ISLAND RAILWAY, B. C.:—Return to Address; Correspondence with the Government of British Columbia, or with any persons in that Province, respecting the Island Railway. (*Not printed.*)
- No. 50... WRECKING, INLAND WATERS:—Return to Address; Correspondence between Sir Edward Thornton and the Secretary of State for the United States, relative to wrecking and towing in Inland waters.
- No. 51... LOCOMOTIVES PURCHASED:—Return to Order; Showing the number of Locomotives, or other Railway rolling stock, purchased by the Government under contract or otherwise during the year; the places where they were manufactured and purchased, and the prices paid.
- No. 52... TRENT VALLEY CANAL:—Return to Order; Correspondence between parties in Chicago and the Department of Public Works, or of Railways and Canals, respecting constructing the Trent Valley Canal. (*Not printed.*)
- No. 53... SHELburne FISHERY OFFICER:—Return to Order; Return of all fines imposed by the Fishery Officer of the County of Shelburne, upon whom, and for what offence. (*Not printed.*)
- No. 54... FISHERIES, STATISTICS OF:—Return to Order; Instructions issued by the Department of Marine and Fisheries to their officers, as a guide in the collection of statistics as to the annual production of the Fisheries. (*Not printed.*)
- No. 55... JUDGES' RETIRING ALLOWANCES:—Return to Address; Statement of the Number of Judgeships in each Province, at the time of the Union of such Province with Canada, the incumbents of which were entitled in certain events to retiring allowances; and the number actually receiving such retiring allowances at such time; and a like statement for each year since Confederation.
- No. 56... JUDICIAL WORK, QUEBEC:—Return to Address; Correspondence on the subject of the distribution of the judicial work of the Province of Quebec.
- No. 57... LUARD, MAJOR GENERAL:—Return to Address; Correspondence with the Imperial Government in relation to the appointment of Major General Luard as the officer in command of the Militia of Canada. (*Not printed.*)
- No. 58... WILLIAMSBURGH CANAL:—Return to Order; Engineer's Report on the cost of increasing the water-power of the Williamsburgh Canal. (*Not printed.*)
- No. 59... WHEAT, GRINDING IN BOND:—Return to Address; Copies of all Orders in Council and Departmental Regulations for the grinding of Wheat in bond in the Dominion of Canada, since the 14th March, 1879.
- No. 59a... Return to Order; Showing the names of all parties who have imported Wheat for the purpose of grinding in bond; also, Statement of the quantity of Flour exported by each party.

- No. 60... **BODWELL, E. V.**—Return to Address; Correspondence on which was based the Commission issued in the case of Mr. E. V. Bodwell, then Superintendent of the Well-land Canal; also, for all papers in connection with Mr. Bodwell's transfer to British Columbia. (*Not printed.*)
- No. 61... **GRAIN RATES** *viâ* HALIFAX:—Return to Order; Correspondence relating to rates of freight for Grain to England *viâ* Halifax, or touching in any way the question of the transportation of Grain, etc., over the Intercolonial Railway and by steamship from the Port of Halifax to Great Britain.
- No. 61a... Supplementary Return to Order; Correspondence between the Department of Railways and Canals and the owners of steamships, relating to rates of freight for Grain to England *via* Halifax.
- No. 62... **BRIDGE IRON.**—Return to Order; Shewing the quantity and value of Bridge Iron and Iron Bridges entered for duty from the United States, with the duty collected thereon from 1st day of January, 1875, to 15th December, 1880, and shewing all the cases in which any seizure had been made for under valuation. (*Not printed.*)
- No. 63... **DRAWBACKS ON GOODS.**—Return to Order; Of all claims presented for drawbacks on Goods manufactured for export since 14th March, 1879, showing the names of all applicants, etc., and the articles on which the drawback was claimed. (*Not printed.*)
- No. 64... **CUSTOMS APPRAISALS OF GOODS.**—Return to Order; Instructions as to the appraisement of goods sent to Officers of the Customs, and all regulations made under Sec. 10, cap. 15, 42 Vic., in regard to appraisals. (*Not printed.*)
- No. 65... **PENITENTIARIES.**—Report of the Minister of Justice, as to Penitentiaries in Canada, for the year ending 30th June, 1880.
- No. 66... **CHARYBDIS.**—Message; Correspondence on the subject of the gratuitous transfer from the Imperial to the Canadian Government of Her Majesty's Steam Corvette *Charybdis* for training school purposes.
- No. 67... **EMIGRATION, VIA SARNIA AND WINDSOR.**—Return to Order; Number of persons who have passed from Canada into the United States by way of Sarnia and Windsor since the 1st of January, 1880; also, Statement of the number of persons who have within the same period come into Canada from the United States by way of Windsor and Sarnia. (*Not printed.*)
- No. 68... **EMIGRATION, IRELAND TO NORTH-WEST.**—Message; On the subject of assisted Emigration from Ireland to Manitoba and the North-West, together with a copy of the Despatch from His Excellency the Governor-General transmitting the same.
- No. 69... **CO-OPERATIVE ASSOCIATION.**—Return to Address; Correspondence between the Customs Department and the Collector of the Port of Montreal, relating to his connection with the Co-operative Association, together with all Orders and Regulations of the Department, relating to Customs Officers in such cases. (*Not printed.*)
- No. 70... **QUEBEC AND LAKE ST. JOHN RAILWAY.**—Return to Order; Report of A. L. Light, Esq., Engineer-in-Chief of the Province of Quebec, relating to the railway from Quebec to Lake St. John, and the Quebec and Lake St. John Railway Company. (*Not printed, the Supplementary Return being a corrected copy.*)
- No. 70a... Supplementary Return to Order; Report of A. J. Light, Esq., Engineer-in-Chief of the Province of Quebec, relating to the railway from Quebec to Lake St. John, and the Quebec and Lake St. John Railway Company.
- No. 71... **P. E. I. RAILWAY ACCIDENT.**—Return to Address (Senate); Correspondence having reference to an accident which occurred during the month of August last, between the York and Suffolk Stations of the P. E. I. Railroad. Also, a Return of the number of new sleepers or ties used on the said railway since the occurrence of the accident referred to, together with cost of same. (*Not printed for Sessional Papers.*)
- No. 72... **LIFE-SAVING STATIONS.**—Return to Order; Correspondence upon the question of establishing life-saving stations upon the inland waters of the Dominion. (*Not printed.*)

- No. 73... BOUNDARIES, ONTARIO AND QUEBEC:—Return to Address; Correspondence between the Government of the Dominion and the Imperial Government, on matters relating to the Boundaries of the Provinces of Ontario and Quebec. (*Not printed.*)
- No. 74... ST. FRANCIS RIVER:—Return to Order; Report of the Engineer who, in 1880, conducted the exploratory surveys of the River St. Frances, in the County of Yamaska. (*Not printed.*)
- No. 75... PARIS EXHIBITION:—Return to Order; Report of the Canadian Commissioners appointed in connection with the Paris Exhibition.
- No. 75a... Return to Order; Showing the names &c., of all persons appointed by the Dominion Government as Commissioners, &c., in connection with the Canadian Exhibit at the Paris Exposition, held in the year 1878; also, Statement of all moneys paid for salary of each, and for expenses of living, &c.
- No. 76... IRELAND, RELIEF OF:—Return to Address; Correspondence respecting the expenditure of the sum of One hundred thousand dollars, voted by the Canadian Parliament last Session, for the relief of those in Ireland who were threatened by famine.
- No. 77... BAPTISMS, MARRIAGES AND BURIALS:—General Statement of, for certain Districts in the Province of Quebec, for the year 1880. (*Not printed.*)
- No. 78... FRENCH TRANSLATORS:—Return showing the names of all persons employed as permanent and sessional French Translators of the House of Commons, from the 1st January, 1874, to the 1st February, instant, with the salary or wages to each of them respectively. (*Not printed.*)
- No. 78a... Statement showing the names of all persons employed as additional French Translators of the House of Commons, translating by page, during the last Session of the Dominion Parliament. (*Not printed.*)
- No. 78b... Return to Order; Correspondence in relation to the sub-division of the Department or Office of French Translators, with a view to having a special office for the translation of the Laws of Canada. (*Not printed.*)
- No. 79... POLICE MAGISTRATES:—Return to Address; Correspondence relating to the rights of the Provincial Governments to appoint Police Magistrates, Justices of the Peace, and Inspectors of Licences. (*Not printed.*)
- No. 80... RECEIPTS AND PAYMENTS:—Statement of receipts and payments from the 1st to the 10th February, 1881, and from the 1st July, 1880, to the 10th February, 1881. (*Not printed.*)
- No. 81... LOWER LIGHTSHIP, TRAVERSE:—Return to Order; Correspondence respecting the contract for all the wood furnished to the Department of Marine, for the use of the Lower Lightship in the Traverse, during the past summer, and the price paid for this wood, &c. (*Not printed.*)
- No. 82... LVAED, MAJOR-GENERAL:—Return to Address; Correspondence relating to the appointment of Major-General Luard; together with copies of all complaints in regard to the administration of Militia affairs by the said Luard. (*Not printed.*)
- No. 83... SILVER ORE:—Return to Order; Return of the number of tons of Silver Ore exported from Ontario during the past five financial years. (*Not printed.*)
- No. 84... WRECKAGE IN CANADIAN WATERS:—Return to Address; Copies of all the evidence collected in regard to Wreckage in Canadian waters, particularly on the shores of Lakes Erie, Ontario and Huron, and Rivers St. Clair and Detroit, and of the money expended and to whom paid for collecting the same. (*Not printed.*)
- No. 85... INDIANS, N.W. TERRITORIES:—Return to Order; Statement shewing in what parts of the North-West Territories there has been a total failure of the usual supply of the food on which the Indians subsist, and how many Indians in consequence have been dependent upon the Indian Department for the means of subsistence. (*Not printed.*)
- No. 85a... Return to Order; Correspondence relating to the dismissal of any Indian Agent or other officer connected with the management of Indian affairs in the North-West Territories. (*Not printed.*)

- No. 85b. Return to Order; Statement showing what progress has been made in surveying Indian Reserves under the Indian Act of 1880. (*Not printed.*)
- No. 85c. Return to Order; Showing the name and nationality of each of the instructors to the Indians in the Territories of Canada; the salary or allowance paid to each, and a Statement of all expenses connected with the instruction of said Indians. (*Not printed.*)
- No. 86... **TIMBER LIMITS, N.W. TERRITORIES**:—Return to Address; Return of the several Timber Limits granted to parties in the North-West Territories and Keewatin, and the names of those to whom they were granted.
- No. 87... **DOMINION SURVEYORS**:—Return to Order; Statement showing the names of the several Dominion Surveyors employed between the year 1873 and the 15th December, 1880, on Surveys of Public Lands elsewhere than in their respective Provinces; their ages, &c., the amount of their salaries, together with a summary showing, by Provinces and nationalities, the number of Surveyors now working in British Columbia, Manitoba and the North-West. (*Not printed.*)
- No. 88... **ESTIMATES, DEPT. INTERIOR AND INDIAN AFFAIRS**:—Estimate of amounts required for 1881-82 for the Department of the Interior,—and the same for the Department of Indian Affairs.
- No. 89... **FRENCH SHIPPING BOUNTIES BILL**:—Return to Address; Correspondence relating to the French Shipping Bounties Bill, which has passed the Chamber of Deputies, and is now under the consideration of the French Senate. (*Not printed.*)
- No. 90... **TUCK, S. P.**:—Correspondence in reference to the unpaid liabilities for labor and materials of S. P. Tuck as contractor for the enlargement of St. Peter's Canal, Cape Breton. (*Not printed.*)
- No. 91... **BEAUHARNOIS CANAL**:—Return to Order; Statement shewing the date of the appointment of Thomas Brossoit, surnamed Bourguignon, as Paymaster and Collector on the Beauharnois Canal, and the amount of his contingent expenses. (*Not printed.*)
- No. 91a. Return to Order; Copies of all leases granted to any persons for the use of waterpowers, and for certain privileges in relation to the construction of wharves or warehouses on the Beauharnois Canal. (*Not printed.*)
- No. 91b. Return to Order; Report of H. Parent, Engineer, relative to the change of bridge across the lock on the Beauharnois Canal, at Valleyfield. (*Not printed.*)
- No. 91c. Return to Order; Report of H. Parent, Engineer, relative to the lease of certain land on the north shore of the Beauharnois Canal, at Valleyfield. (*Not printed.*)
- No. 91d. Return to Order; Return of the tolls collected each year on the Beauharnois Canal, since 1872, up to the present time. (*Not printed.*)
- No. 91e. Return to Order; Reports made by Antoine Dosithe Danis, as Collector and Paymaster upon the Beauharnois Canal, and submitted by him to the Departments of Inland Revenue, Public Works, and of Railways and Canals. (*Not printed.*)
- No. 92... **NEW CARLISLE HARBOR**:—Return to Order; Report of the Engineer who conducted the survey of the Harbor of New Carlisle in 1880. (*Not printed.*)
- No. 93... **RESTIGOUCHE FERRY**:—Return to Order; Correspondence in relation to the issue of a license to Mr. James Quinn, to keep the Ferry on the River Restigouche, between Cross Point, in the Province of Quebec, and Campbellton, in the Province of New Brunswick. (*Not printed.*)
- No. 94... **MONTREAL REGISTRY OFFICE**:—Correspondence since the 1st January, 1875, relative to the division of the Montreal Registry Office, and the consequent claim of G. H. Ryland, Esquire, under the arrangement entered into with him by Her Majesty's Lord High Commissioner, on the part of the Imperial Government in the year 1841. (*Not printed for Sessional Papers.*)
- No. 94a. Supplementary Return to Address; Correspondence between the Imperial, the Dominion and Quebec Governments, respectively, since 1st January, 1875, relative to the division of the Montreal Registry Office, and the consequent claim of G. H. Ryland, Esquire. (*Not printed for Sessional Papers.*)

- No. 95... NORTH SHORE MAILS :—Return to Order ; Correspondence connected with the letting of the last contract for carrying the North Shore Mails between Little Current and Sault Ste. Marie. (*Not printed.*)
- No. 96... LESUEUR, MR.—Return and Supplementary Return to Order ; Reports relating to the superannuation of Mr. LeSueur, formerly of the Post Office Department. (*Not printed*)
- No. 97... DOMINION POLICE ;—Statement of Expenditure of the Dominion Police during the year 1880, in accordance with the Act 31 Vict., cap. 73, sec. 6. (*Not printed.*)
- No. 98... HEALTH LEGISLATION :—Return to Address ; Copies of all Resolutions from Medical Conventions asking for Health Legislation.
- No. 99... FISHING LICENSES, LAKES HURON AND SUPERIOR :—Return to Order ; Licenses granted for fishing grounds on Lakes Huron and Superior within the past two years. (*Not printed.*)
- No. 99a... Return to Order ; Correspondence in relation to Licenses granted for fishing grounds, within the past four years, at and in the vicinity of Killarney, in the District of Algoma. (*Not printed.*)
- No. 100... SHIPPEGAN, N.B., BREAKWATER :—Return to Order ; Reports of Engineers, or others, respecting the repairs made on the Dam or Breakwater at Shippegan, N.B., in the year 1880. (*Not printed.*)
- No. 101... MILITARY COLLEGE GRADUATES :—Return to Order ; Statement of the names of the Graduates of the Military College holding First and Second Class Certificates obtained in the last Annual Examination ; those who have gone into the British Army ; those who have been employed by the British Government, and those who have left Canada for the United States. (*Not printed.*)
- No. 102... CAPE TORMENTINE AND CAPE TRAVERSE RAILWAYS :—Return to Order ; Correspondence during the past two years in reference to building lines of Railway from the Intercolonial Railway to Cape Tormentine, in Westmoreland County, and from Cape Traverse, in Prince Edward Island, to the Prince Edward Island Railway. (*Not printed.*)
- No. 103... CENSUS :—Return to Order ; Statement as to the number of persons counted during the last Census, though absent from the place in which they were counted ; distinguishing by Provinces, and also between those said to be absent ; a Statement of the means, if any, to be taken during the next Census, to secure the suggested information. (*Not printed.*)
- No. 103a... Return to Order ; List of the names of persons appointed to take the next Census, giving the office held by each, and the District for which he is appointed. (*Not printed.*)
- No. 103b... Return to Order ; Copies of all written instructions and forms prepared for the use of any of the officers engaged in taking the Census of 1871, and the like information in connection with the Census for 1881. (*Not printed.*)
- No. 104... HALIFAX COMMISSION :—Return to Address ; Correspondence between His Excellency and Prof. Henry Y. Hind, in reference to alleged inaccurate Statistics, submitted to the "Halifax Commission," appointed under the Washington Treaty. (*Not printed.*)
- No. 104a... Correspondence respecting the alleged falsification of some of the Statistics submitted, as part of the English case, to the Fishery Commission which sat at Halifax in 1877 ; also, Report by the Commissioner of Fisheries, with reference to such alleged falsification. (*Not printed.*)
- No. 105... N. W. TERRITORIES, NEW NAMES :—Return to Order ; Correspondence relating to the substitution of new names for ancient and historic ones, in the North-West Territories, more especially along the route of the Pacific Railway. (*Not printed.*)
- No. 106... SQUATTERS, POINT PELÉE REEF :—Return to Order ; Correspondence respecting the rights of Squatters on the Naval Reserve on Point Pelée Reef, in the County of Essex. (*Not printed.*)
- No. 107... ADVERTISING AND SUBSCRIPTIONS :—Return to Order ; Monthly Statement of the amount expended during the years 1878 and 1879, in advertising on behalf of the Government. (*Not printed.*)



- No. 121.. ST. VINCENT DE PAUL PENITENTIARY:—Return to Address; Correspondence respecting the management and administration of the St. Vincent de Paul Penitentiary, since the 1st January, 1880. (*Not printed.*)
- No. 122.. POINT ST. PIERRE LES BECQUETS:—Return to Order; Documents relating to improvements to be made on the Shoals of the St. Lawrence, off Point St. Pierre les Becquets, and of the Reports of the Government Engineers in relation to the said Works. (*Not printed.*)
- No. 123.. BRITISH CANADIAN INVESTMENT COMPANY:—Statement of Affairs, and List of Shareholders of the British Canadian Loan and Investment Company (Limited), on the 31st December, 1879, in compliance with the Act 43 Vict., cap. 43. (*Not printed.*)
- No. 124.. CHAUDIERE RAILWAY BRIDGE:—Return to Order; Statement showing the value for Duty at which the Iron for the construction of the Chaudière Railway Bridge was entered, the addition made to said value by the Appraiser or Collector at the Port of Ottawa, the names of the Merchant Appraisers appointed under Sec. 45, cap. 10, 40th Vict., to whom the final appraisal was referred. (This return also covers the Return to Order of 20th December last; for correspondence relative to the seizure or appraisal of the Bridge Iron for the Chaudière Railway Bridge, and the results of such appraisements, if any.)
- No. 125.. WINDOW SHADE CLOTH:—Return to Order; showing the number of yards of Oil-finished Window Shade Cloth imported into Canada during the last twelve months, and the total value of the same. (*Not printed.*)
- No. 126.. POST OFFICE, PRESCOTT:—Return to Address; Correspondence connected with the removal of the Post Office in Prescott to the Town Hall. (*Not printed.*)
- No. 127.. CASCUMPEC HARBOUR:—Return to Order; Engineer's Report of Survey made at Cascumpec Harbour, Prince County, Prince Edward Island, during the summer of 1880, with a view to improving said Harbour.
- No. 228.. VANKLEEK HILL, POSTMASTER:—Return to Order; Correspondence in relation to the dismissal of Duncan McDonell, late Postmaster of Vankleek Hill, in the County of Prescott; and correspondence with one McLaurin, the present Postmaster of Vankleek Hill, respecting his appointment to the said office. (*Not printed.*)
- No. 129.. YAMASKA RIVER:—Return to Order; Report of the Engineer who, in 1880, conducted the Exploratory Surveys of the River Yamaska, from its mouth up to La Belle Pointe, in the Counties of Bagot and St. Hyacinthe. (*Not printed.*)
- No. 130.. LAKE ERIE, SURVEYS:—Return to Order; Reports of Surveys for Harbors made by the late John Lindsay, Esq., C.E., on the North Shore of Lake Erie, between Point Pelée Reef and the mouth of the Detroit River. (*Not printed.*)
- No. 131.. BURLINGTON BAY CANAL SWING BRIDGE:—Return to Address; Order in Council regulating the working of the Railway Swing Bridge crossing Burlington Bay Canal. (*Not printed.*)
- No. 132.. POST OFFICE ORDERS:—Return to Order; Showing the amount of money sent by Post Office Orders to Great Britain and Ireland and the United States, during the past year 1880, and the cost of the same. (*Not printed.*)
- No. 133.. BOSTON, WINTER PORT:—Return to Order; Correspondence between the Postmaster General and the owners or agents of the Allan Line of Steamers relative to the selection by them of the Port of Boston, as their terminal Winter Port, or in any way connected therewith. (*Not printed.*)
- No. 134.. FISH-BREEDING, NEWCASTLE:—Return to Order; Showing the cost of maintaining the Fish-Breeding establishment, at, or near Newcastle, Ontario, for the year 1876, and for each year since, including the year 1880. (*Not printed.*)
- No. 135.. POST OFFICE, DOMINION CITY:—Return to Order; Evidence taken before the Deputy Postmaster of Winnipeg in the course of the present year, with reference to the grave complaints made against the management of the Post Office at Dominion City; also copy of the Report of the said officer. (This Return contains the information required by a similar Order of The House of the 21st February, last.) (*Not printed.*)
- No. 136.. TORONTO HARBOR:—Return to Order; Report made by Government Engineers respecting works in the Harbor of Toronto, since 1st January, 1880. (*Not printed.*)



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- No. 137..NICOLET RIVER:--Return to Order; Correspondence in relation to the deepening of the River Nicolet, and a Harbor Refuge at the entrance of that river. (*Not printed.*)
- No. 138..SOURIS, WEST, BREAKWATER:--Return to Order; Correspondence and Report of Engineers in relation to the construction of a Breakwater and Breastwork at Souris, West, in King's County, Prince Edward Island. (*Not printed.*)
- No. 139..ESQUIMALT AND NANAIMO RAILWAY:--Return to Order; Reports made by Mr. J. W. Trutch respecting a Railway between Esquimalt and Nanaimo, and between Emory and Burrard Inlet. (*Not printed.*)
- No. 140..LISLOIS, JOSEPH C.:--Return to Address; Correspondence between the Government and Mr. Joseph Charles Lislois, in relation to the claim made by the latter for the destruction of one of his buildings by fire, and of the Report of the Official Arbitrator. (*Not printed.*)
- No. 141. BETTER ADMINISTRATION OF JUSTICE ACT, 1878:--Return to Address; Correspondence between the Dominion Government and the Provincial Government of British Columbia, and between the Supreme Court Judge of British Columbia and the Local and Dominion Governments, on the "Better Administration of Justice Act, 1878," and the Judicature Act, 1879," both passed by the Local Legislature, together with the official protest of the said Judges against the allowance of those Acts. (*Not printed.*)
- No. 142..Q. M. O. & O. R., PURCHASE OF:--Return to Address; Correspondence between the Government and the Provincial Government of Quebec, concerning the purchase by the Dominion of Canada, of the Quebec, Montreal, Ottawa and Occidental Railway, or the subsidizing of the same. (*Not printed.*)
- No. 143. PORT HOOD WHARF:--Return to Order; Correspondence between the Government and the party in charge of the expenditure and repairs made on the public Wharf at Port Hood, during the last Summer and Fall. (*Not printed.*)
- No. 144..MEAFORD HARBOR:--Return to Order; Statement showing expenditures on Meaford Harbor in years 1879 and 1880, with Reports of Engineers relating thereto, since January, 1879. (*Not printed.*)
- No. 145..LEEDS AND GRENVILLE, JUDGESHIP:--Return to Address; Correspondence on the subject of the County Court Judgeship and Junior Judgeship of Leeds and Grenville. (*Not printed.*)
- No. 146..UNION SUSPENSION BRIDGE, OTTAWA RIVER:--Return to Order; Statement showing the Revenue and Expenditure in connection with the Union Suspension Bridge, on the Ottawa River, from 1867, up to 1st January, 1881. (*Not printed.*)
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# FIRST REPORT

OF THE

# CIVIL SERVICE COMMISSION

WITH

# APPENDICES

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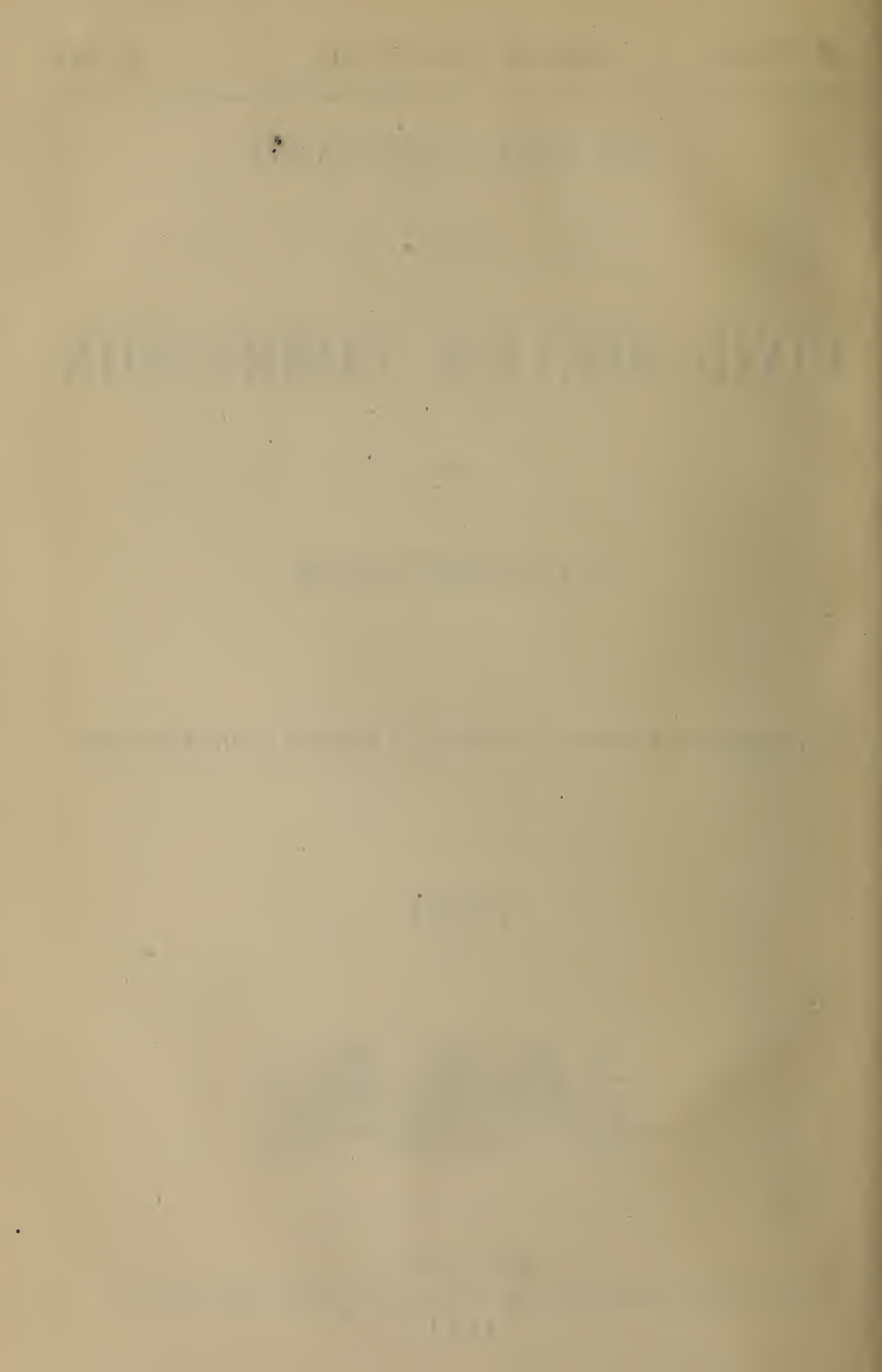
*Presented to both Houses of Parliament by Command of His Excellency.*

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1881.



OTTAWA :  
PRINTED BY MACLEAN, ROGER & Co., WELLINGTON STREET,  
1881



## FIRST REPORT OF THE CIVIL SERVICE COMMISSION

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COPY of a Report of a Committee of the Honorable the Privy Council, approved by His Excellency the GOVERNOR GENERAL in Council, on the 16th June, 1880.

The Committee have had before them a Report dated 14th June, 1880, from the Sub-Committee of the Privy Council who were charged with the duty of reporting upon the expediency of a renewed enquiry into the organization of the Civil Service.

The Sub-Committee, for the reasons given in their Report, recommend the issuing of a Commission for the purposes therein mentioned, and they suggest, as men well able to carry on the intended work with advantage, the names of Mr. Donald McInnes of Hamilton, Mr. Edmond J. Barbeau of Montreal, Messrs. Joseph C. Taché, Alfred Brunel, William White and John Tilton of the Inside Service, and Mr. William R. Mingaye of the Outside Service of the Government, with Mr. Martin J. Griffin as Secretary.

They also recommend that the remuneration of Messrs. McInnes and Barbeau be fixed at ten dollars per diem, exclusive of travelling expenses, and the other members of the Commission at three dollars per diem and travelling expenses, and the Secretary five dollars per diem and travelling expenses, the allowance to be made for every day's attendance at a meeting of the Commissioners in Ottawa, or at any meeting held elsewhere on the business of the Commission.

The Committee submit the above recommendation for your Excellency's approval.

Certified,

J. O. COTÉ,

*Clerk, Privy Council.*

COPY OF REPORT OF SUB-COMMITTEE OF COUNCIL.

The Sub-Committee of the Privy Council, who were charged with the duty of reporting upon the expediency of a renewed enquiry into the organization of the Civil Service, beg to report that—

1. The existing statute regulating the Civil Service became law on the 22nd May, in the year 1868, and on the 9th June, in that year, was followed by the issue of a Royal Commission, by which Messrs. Langton, Griffin, Bouchette and Smith, all then Deputy Heads of Departments in the Service, and Messrs. Thomas Reynolds, of Montreal, and Charles S. Ross of Kingston, were named Commissioners to enquire into the then "State and probable requirements of the Civil Service."

Certain points, numbered from one to five, were specially suggested in the Order in Council, as will be seen by reference thereto, as subjects of enquiry, and the Commissioners were in addition charged to "make such other suggestions and recommendations for promoting the efficiency and economical administration of the public affairs as they should deem proper."

Two reports were presented by the Commissioners, one on the Departmental Service at the seat of Government (commonly called "The Inside Service,") and the other on the Service at all places other than the seat of

Government (commonly called "The Outside Service.") The first of these reports formed the subject of an Order in Council, bearing date the 21st of December, 1869, and has since, in its main features, and more or less faithfully observed, formed the rule under which "The Inside Service" has been administered. The second report has not, as far as your Sub-Committee has learned, formed the subject of an Order in Council, but it has nevertheless, subject to the same restrictions and limitations, been since followed in the administration of "The Outside Service."

2. Since the period above referred to, a series of years have elapsed and many changes in the character as well as in the extent of the service required in each Department have developed themselves, the duties of some Departments and some branches of each Department and of certain officers in each Department have been varied, diminished or increased, and many men have, by old age, incapacity, bad habits or continued idleness, become unavailable for useful purpose—the number of men in each Department has increased, it is thought out of proportion to the needs of the Service. Young men have been appointed who from want of education or strength of constitution or general unfitness, have not made and will never become efficient public servants. The general expense has been increased by the tendency of the existing rules to the gradual culmination of officers by mere force of survivorship into the more highly paid classes.

3. A careful reconsideration of the duties of each Department, including both inside and outside service, is eminently desirable with a view to seeking greater economy in all the Departments by the weeding out of men who from any of the causes named are no longer efficient public servants, by the creation of a new theoretical organization for each Department, which should regulate the number of each class of officers required for its work, the promotions from class to class and the steps by which salaries should be increased.

4. Your Sub-Committee are of opinion that it is expedient in the public interests that a full, intelligent and painstaking enquiry, by the best men who can be selected for the purpose, should be made during the present summer into the whole subject, with the main objects above referred to, but with instructions, as on the previous occasion, to "make such other suggestions and recommendations for promoting the efficient and economical administration of public affairs as they deem proper;" and the Sub-Committee are of opinion that there are advantages which should not be overlooked in having the advice and judgment of men of experience in administration, not in the public service or connected with it, brought to bear in pursuing the enquiry.

5. The Sub-Committee, for the reasons above given, recommend the issuing of a commission for the purposes mentioned, and they venture to suggest as men well able to carry on the intended work with advantage, the names of Mr. Donald McInnes, of Hamilton, Mr. Edmond J. Barbeau, of Montreal, Messrs. Joseph C. Taché, Alfred Brunel, William White, and John Tilton, of the Inside Service, and Mr. William R. Mingaye, of the Outside Service of the Government, with Mr. Martin J. Griffin as Secretary.

A. CAMPBELL,

*Chairman.*

OTTAWA, 14th June, 1880.

## CIVIL SERVICE COMMISSION.

## FIRST REPORT.

The Commissioners appointed under the Order in Council of June 16th, 1880, to consider the needs and condition of the Civil Service of the Dominion, have the honor to present the following Report :—

1. The Commissioners desire to state at the outset that they have recognized from the beginning of their proceedings, the importance as well as the difficulty and delicacy of the duty entrusted to them. To investigate the needs and condition of Departments which have been administered for many years by men of experience in the Public Service, but subject to the controlling influence of different Ministers and changing Administrations, is necessarily a delicate duty; and to suggest and recommend a new permanent organization of the Civil Service of the Dominion, is obviously a task involving grave responsibilities for those who undertake it.

2. Since the Confederation of the Provinces in 1867, attempts have, from time to time, been made to improve the organization, efficiency and general administration of the Civil Service, and for more carefully regulating appointments thereto.

3. In May, 1868, a Civil Service Act was passed, and in June of the same year, a Commission was appointed which, under the provisions of that Act, submitted a scheme for its re-organization, which, in so far as related to the Inside Service, was approved by an Order in Council passed in December, 1869. This Commission also submitted two Reports on the Outside Service; but although the recommendations therein made have been to some extent acted upon by the Post Office Department, they do not appear to have been adopted by Orders in Council for the Service generally, and it is doubtful whether the Act of 1868 applies to the Outside Service, except so far as by section 15 of that Act, power is given to the Governor in Council to determine and classify the number of Officers and Clerks and to submit such classification to Parliament.

The Act of 1868 was in its intention a valuable safeguard against evils that were feared and irregularities that experience had shewn would probably arise in the administration of the public service. It was evidently intended by that Act to limit the age and ensure the proper qualifications of candidates for positions in the public Departments; to establish a regular classification, provide for judicious promotion, check the unnecessary employment of extra clerks, and guard the public Treasury against an undue expansion of expenditure for Civil Government.

4. The Act contained certain provisions under which departure could be made from what appear to have been intended as the fixed rules of the Statute; and thus departure became in time the rule rather than the exception, so much so that the means which the Act proposed to provide for the admission of properly qualified persons to the public service became

practically obsolete. It also established a Civil Service Board, to which certain duties were assigned, but owing to the absence of any power or authority therein to enforce the recommendations of the Board this provision of the Act became inoperative.

5. In 1875 a Bill was introduced by the Government, which, however, did not become law.

6. In 1877 a Committee of the House of Commons was appointed to enquire into the condition of the Civil Service. This Committee examined many witnesses, and we desire to state our sense of the value of its proceedings and of the evidence taken which has been of considerable use to us in the course of our investigations. It presented a Report containing various comments on the evidence and suggestions for the government of the Departments. No legislation resulted, however, and the Public Service continued to be administered under the provisions of the Act of 1868, and such interpretations of those provisions as were made from time to time by Orders in Council and Departmental Regulations.

7. Such was the condition of both services when the present Commission was appointed to renew the enquiry and it was obvious to us that so grave a question of administrative science required an exhaustive consideration, and could not hastily be disposed of.

We had before us the knowledge that when at length the British Government had decided to undertake the reform of the public service they found it expedient to proceed by Orders in Council, so little was public and parliamentary opinion prepared for the acceptance of remedial legislation, and we did not conceal from ourselves that there may be doubts as to whether the public opinion of the Dominion is even now fully alive to the importance of a thoroughly efficient Civil Service, or, on the other hand, has recognized rights on the part of the Service, such as have long since been conceded in other countries.

8. A reform in the administration of the Civil Service of the United Kingdom was inaugurated in 1855, which has been gradually extended and improved up to the present time, without any important opposition having arisen to its progress, or any serious attempt having been made to revert to the system which prevailed previous to that date. This system, to which more particular reference will hereafter be made, excludes, so far as is possible, from the administration of the greater number of Departments, political influence or personal favoritism, and compels aspirants to places in the public service to produce satisfactory evidence as to health and moral character as well, and to submit to a competitive examination, which tests at once their educational status and their fitness for admission into the public service.

9. The system of making appointments to the Civil Service in France, although not strictly analagous to that of Great Britain, is based largely on competitive examinations and on the non-removal of the Civil Service officers on changing administrations.

10. In Sweden the King, without interference from members of the Legislature, uses the appointing power for selecting the best candidates from among those examined; and the high respectability and rank of the Civil Service of that country tends much to induce the best men to enter it.

11. Admissions to the Civil Service of the German Empire appear to be based on educational tests of a high character.

12. Candidates for the Civil Service in Belgium have to obtain certificates of birth and diplomas or documents showing previous studies, and they are required to possess the knowledge of two languages besides their own—the examinations are in writing, and are very analogous to those which candidates have to pass before entering the Civil Service in Great Britain.

13. In the United States an agitation for a reform in the system of appointment and promotion in the Civil Service, has for several years been carried on; and attempts with hitherto imperfect results have been made to effect an improvement. There can be very little doubt that though political exigencies and the power of party tradition have hitherto prevented any valuable and permanent improvement in the Civil Service of the United States, the wisest and best among the statesmen and citizens of that country have long been impressed with the necessity for reform, and we ascertained that in the New York Post Offices the principle of competitive examinations have been established with the most satisfactory results.

14. Although at the outset we were not entirely free from doubt as to whether public opinion fully appreciated the importance of the enquiry referred to us, a further consideration of the subject led us to the conclusion that while this particular question may have been overshadowed by the more pressing and exciting political topics of the day, there was nevertheless a feeling in the public mind that the interests of the public service had been subordinated to a greater or less extent to the purposes of political parties, and that in the Service itself there has been a gathering feeling of dissatisfaction due to the uncertainty and irregularity of promotions and appointments, resulting from the frequent introduction from the outside of men who have been appointed to important and lucrative positions over the heads of old and faithful and competent servants, which must greatly tend to lessen its efficiency.

15. While there exists in the public mind a very general belief that the Civil Service is defective and inefficient, and that the true remedy is the abolition of political patronage and personal favoritism in making appointments to public offices; there is on the other hand an impression that it is difficult and almost impracticable to apply the remedy and that those who possess the power of patronage will continue to exercise it at the sacrifice of an efficient and economical administration of public affairs. We believe this impression to be in the main erroneous, and that public men, realizing how much the prosperity and welfare of the country depends on a pure and efficient Civil Service, will not hesitate to abandon a patronage which is found to be injurious to the best interests of the country and which is generally admitted to be a source of weakness and annoyance to themselves, as well as demoralizing to the constituencies.

16. With these, among other, considerations before them the Commission began its labors. In the Order in Council appointing the Commission and defining its duties, certain statements are made, with a degree of emphasis and precision, which gives them almost the appearance of established official propositions. It was stated—

1st. That many changes in the character as well as the extent of the Service required in each Department had developed themselves.

2nd. That the duties of some Departments and of some branches of each Department, and of certain officers in each Department had been varied, diminished or increased.

3rd. That many men had by old age, incapacity, bad habits, or continued idleness, become unavailable for useful purposes.

4th. That the number of men in each Department had increased, it was thought, out of proportion to the needs of the Service.

5th. That young men had been appointed who, from want of education or strength of constitution, or general unfitness, had not made and would not make efficient public servants.

6th. That the general expense of the Service had been increased by the tendency of the existing rules to the gradual culmination of officers by mere force of survivorship into the more highly paid classes.

And this Commission was instructed to undertake a careful reconsideration of the duties of each Department, including both Inside and Outside Service, with a view to seeking greater economy in all the Departments by the weeding out of inefficient public servants by the creation of a new theoretical organization for each Department, which should regulate the number of each class of officers, the promotions from class to class, and the steps by which salaries should be increased.

17. We had thus marked out for us certain lines of investigation which it was necessary to follow ; but we were also directed to make such suggestions and recommendations for promoting the efficient and economical administration of public affairs as we deemed proper. This enlarged for us at once the field of enquiry and the freedom of recommendation, and although the subject of superannuation is not expressly included in the reference to us, so important an auxiliary to any new scheme affecting the efficiency and economy of the service was forced on our attention, and therefore in the examination of witnesses it has been made the object of special enquiry, and statements (as published in the appendix) exhibiting the result of its workings in the different Departments have been obtained, for the purpose of assisting us in making our recommendations thereon.

18. The mode of proceeding adopted by us was as follows :

(a.) Schedules were sent to each Department to be filled up with such information in detail concerning the organization, classification, age, length of service, and amount of salary of the officials, as could not be obtained with the same fullness and accuracy of detail in the Public Accounts.

(b.) Among the witnesses examined, were the Deputy-Heads and Chief Officers of the various Departments, some at great length, on the various topics suggested in the Order in Council and such others as arose in the course of examination.

(c.) When these officials had been examined, it was determined to afford the Clerks of the various Departments, of the rank of 1st Class and under, the opportunity of presenting their views to the Commission. Steps were taken to have a representative Clerk selected in each Department, who placed the views of his fellow-Clerks before the Commission : a valuable collection of evidence, carefully prepared and in some cases admirably presented, was thus obtained. The Departmental messengers were also heard through a representative selected by themselves.

(d.) Committees of the Commission visited the chief cities of the Dominion for the purpose of examining into the needs and condition of the various public Offices of the Outside Service. The Cities of Hamilton, Toronto, Montreal, Quebec, St. John and Halifax, and the Railway Offices at Moncton were thus visited, and a number of the officials examined regarding their



Departments; the evidence obtained is submitted herewith. In the course of these investigations 107 witnesses were examined.

19. The administration of public affairs touches at so many points the private business of the commercial classes, and bears so directly upon the welfare of the public, that in our enquiry into the manner in which the duties of public officers charged with such business have been performed, has led us into paths not at first contemplated. Again some matters of administration assume, when examined, the appearance of Government policy; and thus in pursuing our investigations we were necessarily, at times, approaching the limits of our authority.

Thus in the course of our investigation of the affairs of the Customs Department, we found ourselves necessarily examining the mode of accounting adopted by Collectors; the manner of warehousing goods; the relative merits of private or public bonding warehouses; the practice in regard to recovering public money from defaulting Officers; the system of examining the chief ports and the outports; all manifestly of the greatest importance in any review of the economical and efficient administration of the Department in question and the safety of the Revenue. So, in the Department of Inland Revenue, we were naturally led into enquiries as to the mode of surveying distilleries and other manufactures subject to the Excise Laws—as to the security afforded to the Revenue by the methods adopted, and also as to the system which prevails in that Department for testing the fitness of its Outside Officers for their respective duties.

20. But for the evidence thus obtained (bearing in some cases perhaps indirectly but often conclusively upon the main question before us) it would be difficult for us, from the direct evidence, to detect any irregularities in the administration of or any weakness in the system of some portions of the public service. For in presenting the evidence we feel it necessary to state that in giving their answers to the questions of the Commission some of the Deputy Heads and Chief Officers exercised a degree of reticence in their answers, which however natural in view of the relation they bear to the Ministers on one hand and their Clerks on the other, rendered their statements somewhat imperfect and increased our difficulties in arriving at correct conclusions as to the state and needs of their Departments.

21. In order to facilitate the examination of witnesses and systematize the evidence taken, we classified the topics on which they were examined in the following order:

- |                                |                                   |
|--------------------------------|-----------------------------------|
| 1. Appointments to office.     | 7. Temporary service.             |
| 2. Promotion.                  | 8. Technical duties.              |
| 3. Efficiency of organization. | 9. Discipline.                    |
| 4. Efficiency of staff.        | 10. Accounts.                     |
| 5. Sufficiency of staff.       | 11. Superannuation.               |
| 6. Salaries.                   | 12. New theoretical organization. |

Having thus set out in detail the points to which our examinations were particularly directed, we proceed to indicate the defects we have found in the various parts of the system.

#### APPOINTMENT TO OFFICE.

22. The present mode of nomination by political influence and appointment, without examination as to qualification, which prevails so very

generally in the Service, seems to us, and is frankly confessed by the majority of the witnesses we have examined to be defective in the highest degree. It affords no sufficient guarantee of fitness for the discharge of the duties of office. It embarrasses Ministers in providing an efficient public service, and it causes great and often irresistible pressure to be brought on Members of Parliament to force their consent to the nomination and appointment of unfit persons. It has, we think, a mischievous effect on the public mind in making the desire for offices too strong an impulse in political conduct; for while the higher offices of State are the laudable and legitimate objects of the ambition of statesmen, the scramble for a paltry patronage and for the smaller offices of the Service, cannot but have a bad effect alike on those who exercise and those who enjoy such patronage.

23. Notwithstanding the reluctance of witnesses to commit themselves to any specific statements as to the inefficiency of their subordinates, there is sufficient in their general statements on that subject to justify the conclusion that the Service is susceptible of very great improvement and that there have been many appointments to it of persons whose habits, lack of educational acquirements, or inaptitude for business could not fail to produce a state of affairs fully justifying most of the propositions stated in the reference to the Commission. But, apart from any specific statements made in the evidence, we find in its general tenor and in what we have ourselves observed, abundant reasons for the conclusions that the Service requires reform and that it has not been sufficiently guarded against the evil effects of political patronage.

24. To this baneful influence, we believe, may be traced nearly all that demands change. It is responsible for admission to the Service of those who are too old to be efficient; of those whose impaired health and enfeebled constitutions forbids the hope that they can ever become useful public servants; of those whose personal habits are an equally fatal objection; of those whose lack of education should disqualify them; and of those whose mental qualities are of an order that has made it impossible for them to succeed in private business. It is responsible too for the appointment of those who desire to lead an easy and, what they deem, a genteel life.

To the same influence may be ascribed most of the appointments of men taken from beyond the Service to the best places over the heads of tried and efficient servants: and it may fairly be charged with all the discontent and demoralization arising out of the feeling, justified by bitter experience, that a faithful and zealous performance of duty establishes no sure claim to the prizes of the Service, which, as is abundantly shewn by the evidence, are too often carried off by persons whose claim to office is mainly founded on the political service they have rendered to their party. These observations, we may add, apply with greater force to the Outside as compared with the Inside Service, in which there is but little chance of advancement or increase of pay. To this class of appointments and the consequent removal of the chief incentive to zeal may perhaps be attributed more than to any other single cause, the languid interest which many of the public servants feel in the performance of their duties. They have but little motive for more than the most perfunctory performance of their work, because they feel they are in that way as likely to gain promotion as by the most active performance of it; and that should a vacancy occur above them,

it would not improbably be given to some favored politician, whose qualifications for the duty have not yet been tested.

Political patronage is responsible for other evils, and we do not hesitate to express the conviction that many unnecessary Civil offices have been retained, and that new places have been created, for no better purpose than to provide for the followers of influential politicians.

#### PROMOTION.

25. Much that has been said with reference to first admission to the Service applies with equal force to promotion therein. To cause men in the Public Service to abandon those legitimate hopes of promotion in rank and improvement in income, which are naturally entertained by most men in the pursuit of private business or in the employment of private persons, is, necessarily, to deprive them of all incentive to the active and zealous discharge of their duty.

26. The evidence we have taken shews that promotions in the Inside, and still more largely in the Outside Service, have been made with but little regard to system. Sometimes promotions have been made by seniority, regardless of merit, thus—as suggested by the order of reference—filling the more highly paid places with men whose chief qualifications are length of service. In other cases they have been made regardless of either merit or seniority, and in this way men fully qualified and fairly entitled to promotion have been passed over, and others less qualified have, by undue influences, obtained promotion in their stead. We find, too, that in many instances men have been brought from beyond the Service and either placed at once over the heads of long tried and efficient men, or, after temporarily filling minor positions, they have been elevated with unjustifiable rapidity to places for which they had no previous training.

27. The efficiency of the Service so largely depends on a good system of promotion, that we have felt it necessary to emphasise the importance of avoiding such injustice as we have mentioned, and which can not fail to be injurious to the best interests of the Service. Men whose just claims are thus passed over become discouraged, they lose their self respect and hope for the future. Such injustice destroys all incentive to emulation and all desire to excel. Nor does the mischief end there. It affects the whole Service. It is destructive of discipline, and it impairs the usefulness of those who witness as well as of those who suffer it.

28. Our observations are directed against the system rather than against individuals in the Service, in which there are doubtless many meritorious officers; and we desire to guard ourselves from being understood as asserting that all the appointments made for political reasons have necessarily proven to be bad; on the contrary, we are satisfied that there are many efficient officers who were so appointed and who are entitled to commendation for the manner in which they have performed their duties. Nevertheless, we feel strongly that such appointments, even when, as regards their individual merits, they have turned out satisfactorily, are in their effect demoralizing and injurious to the Service.

These considerations have forced upon us the conviction that any reform in the administration of the Public Service must begin with an improvement in the mode of nominations, appointments and promotions.

29. Having stated what we believe to be the faults in the existing system of making first appointments to the Service and their cause, it becomes our duty to submit a remedy. This, we believe, can only be found in completely eliminating all traces of political patronage. This remedy involves the necessity of substituting some other mode of regulating entrances to the Service, and this without doubt is a more difficult task than might at first appear.

30. We do not say this because we have any doubts as to what should be substituted for political nominations, but because we think there may be a misconception in the public mind as to what is necessarily implied by the system we would recommend.

In our search for guidance to some effective system of Civil Service reform, we have studied the steps in that direction which have been taken in the United Kingdom, and we have also endeavored to ascertain the practice prevailing in France and other Continental Governments. We will now more fully state how first appointments to the Civil Service of the United Kingdom are made.

31. The Civil Service Commission of the United Kingdom consists of three Commissioners, one of whom is a Privy Councillor. The Commission was first constituted by an Order of the Privy Council in 1855. Each Commissioner holds office during Her Majesty's pleasure. To this Commission is deputed, under certain restrictions, the control of all appointments to the general Civil Service

Rules have been made for their governance, and under the authority invested in them, they make such regulations in reference to examinations and other matters connected with their duties as are from time to time found necessary.

The Regulations by which the Commissioners are governed are contained in several Orders of Her Majesty's Privy Council and may be summarized as follows :—

SECTION III.—No person shall be appointed to any office or employment in any of Her Majesty's civil establishments until he shall be reported by the said Commissioners to have satisfied them :—

1st. That he is within the limits of age prescribed for the situation or employment to which he desires to be admitted.

2nd. That he is free from any physical defect or disease which would be likely to interfere with the proper discharge of his duty.

3rd. That his character is such as to qualify him for such situation or employment ; and

4th. That he possesses the requisite knowledge and ability to enter on the discharge of his official duties.

SECTION IV.—The rules applicable to each Department, under each of the above heads, shall be settled, subject to the approval of the Commissioners of Her Majesty's Treasury, by the said Civil Service Commissioners and the chief authorities of the Department.

SECTION V.—All appointments by the Civil Service in the Departments mentioned in Schedule A are to be made by means of competitive examinations according to regulations to be from time to time framed by the said Civil Service Commissioners and approved by the Commissioners of Her Majesty's Treasury.

When exceptional qualifications or professional knowledge is required for any office the Civil Service Commissioners may dispense with examinations wholly or partially, and may grant their certificate of qualification upon satisfactory evidence that the person whom it is proposed to appoint possesses the requisite knowledge and is otherwise qualified.

After a candidate has passed his examination he must enter on a six months term of probation as a test of his conduct and capacity for the transaction of business, and is not to be finally appointed to the public service until the head of his Department is satisfied of his fitness.

A Lower Division of the Civil Service is established, and no Department is to be permanently increased without introducing a system whereby such of its duties as are of a suitable character shall be performed by members of the Lower Division.

The Civil Service Commissioners are at fixed intervals to hold competitive examinations for Clerks in the Lower Division.

An estimate is to be made by the Commissioners of the number of permanent clerkships likely to become vacant within the next six months. And on this basis a computation is to be made of the number of persons to be selected at the next ensuing examination.

A list of competitors at these examinations is to be made out in the order of merit up to the number arrived at by the computation above mentioned.

From the lists so made, the Commissioners, on the application of the Departments having vacancies, supply on probation the requisite clerks, whether for permanent or temporary duty. Selections, as a general rule, are to be in the order of the names on the list, but any clerk may be selected who, in his examination, has shown special qualification for any particular subject.

No clerk is allowed to remain more than one year in any Department unless at the end of that time the head of the Department shall signify in writing to the Commissioners that the clerk is accepted by the Department, and if he is not so accepted the cause of his rejection is to be reported to the Commissioners, who shall thereon supply another clerk and decide whether the rejected clerk shall be struck off the list or allowed another trial in another Department.

Promotions from the lower to the higher divisions of the Service are only to be made upon a special certificate of the Civil Service Commissioners, to be granted exceptionally, after not less than ten years service, upon a special recommendation from the head of the Department.

All appointments, promotions and transfers from one office to another, shall be notified to the Civil Service Commissioners as they are made, and shall by them be published together in the *London Gazette*, first issued in each month.

Under the regulations thus briefly stated, a Secretary, a Director of Examinations and two permanent Examiners, with such number of occasional Examiners as are from time to time found necessary, have been appointed, and examinations are held in the principal cities in the United Kingdom.

32. The organization thus provided has been well considered by competent authority. It is the outcome of vast experience, and the details are the result of more than thirty years of cautious tentative action. The

beneficial results have ceased to be questioned. We do not assert that the English system is in every particular suitable to the wants of the Dominion ; but with such modifications as we will presently submit, we believe the adoption of its essential principles would be an effectual remedy for all the important defects of our own system.

From what has been stated, it will be seen that the essential principle of the Civil Service regulations of the Imperial Government is *OPEN COMPETITIVE EXAMINATION and PROMOTION BY MERIT.*

33. It may seem superfluous to make any extended observations in favor of the system we recommend, and which in the United Kingdom has been found to work so beneficially after tests so prolonged and of so conclusive a character. But there are, doubtless, some who still favor the preservation of political patronage in some form or other as opposed to the system of selection and promotion according to merit. We deem it necessary, in deference to the opinion of those who may thus differ from us on some points, to offer the following further observations.

The considerations which have led us to recommend the system of open competitive examination in our own service may be briefly stated as follows :—

We do not claim that it follows as a matter of course that those who may succeed best in a competitive examination will necessarily succeed best in the performance of the duties of the position it may obtain for them, but we believe it will exclude the incompetent and lessen the chances of the appointment of unsuitable candidates, and that open competitive examination, having due relation to the work and duties to be performed and supplemented by proper guarantees as to age, health and moral character—with a period of probation before appointment—is the most just and practical means of supplying fit persons for appointment, and that—as has been proved elsewhere, so it will happen here—it will give the best servants to the public.

We claim that it is the most effectual, indeed the only means of completely and permanently cutting away all opportunities for the exercise of political influence in making appointments and promotions in the public service, which we believe to be so injurious to the public interests. We believe too that the educational status of the service would be raised and its efficiency greatly increased, and that at times, when an unusual strain is put on it for skilful work, this will be of almost incalculable advantage. These views are strongly supported by the valuable evidence submitted herewith.

34. The public service would, under such a system, be open to the public instead of being, to a large extent, a close corporation in the hands of political parties. An opportunity would be given to all intelligent and educated young men to obtain by their merits alone, a start in a service in which promotion, by a continuance of intelligent self-improvement and well-directed official labor, would be certain.

35. The Civil Servants would be saved from the imputation of partizanship which is periodically brought against them in times of political excitement. Men who had obtained their places by merit alone, and as the result of impartial examination, could not possibly be open to any imputation of political partizanship in office ; nor would they be in any degree influenced in the discharge of their duties by political considerations.

Ministers and members of Parliament would, by the abolition of unnecessary patronage, be relieved from an enormous degree of labor, difficulty and annoyance, and left more free for the discharge of the more important duties of their positions, and an end would also be put to the pernicious practice of thrusting new and inexperienced men into office over the heads of those whose service has been long continued and meritorious.

Finally, we believe that, under the system which we recommend, the Service would win the respect of the public and of the Government; and that it would obtain and persevere a dignity in the eyes of the whole country, which it does not now possess.

#### BOARD OF CIVIL SERVICE COMMISSIONERS.

36. Having arrived at the conclusions above stated as to the advantages of the system we recommend, we have now to propose the means for giving effect to our suggestions. This, we believe, can only be satisfactorily accomplished by the constitution of a BOARD OF CIVIL SERVICE COMMISSIONERS as free from political influence as the Judiciary happily is. To the action of this Board we propose to refer all those questions which have heretofore hampered and impaired the administration of the Civil Service.

37. We propose that this Board shall be composed of men holding an independent position, and capable of commanding general confidence; it should consist of three members, one of whom should be a French Canadian, and they should be appointed in the same manner and hold office on the same tenure as the Judges. We believe that the judgments and decisions of an impartial tribunal thus constituted would command the respect and confidence of the public and of the Service.

38. The duties to be assigned to it will be set forth in more detail further on, but it may be generally stated that in addition to its primary duty of controlling the competitive examinations for first appointments to and promotions in the Service, they will be charged with the duty of considering and advising with the Deputy Heads of the Departments as to the re-organization from time to time of the Departments, and of all the offices of the various Outside Services, and the classifying and reclassifying of Customs Ports, which will be necessary in a service so constantly expanding as that of this country.

39. We have not concealed from ourselves that exception may be taken to our proposal on the ground of expense. This we have carefully considered, and the conviction is forced upon us that the advantages which the appointment of the Board will confer in promoting both the economy and efficiency of the Service, will more than justify the expenditure, and that it would be ill judged economy to allow the consideration of its cost to interfere with its appointment.

Our estimate of the cost of the Board is \$25,000; less than nine-tenths of one per cent. on \$2,800,000, the cost of the Service. If the objects aimed at are attained by such an outlay—if the Service is reformed as it is clearly shown it requires to be—and if by the action of the Board it is economically and wisely recruited, as we believe it will be, the money thus expended will be among the most judicious and most productive of all the expenditures incurred by the Government. For we have not the slightest doubt but that many times the cost will be annually saved by the avoidance of unnecessary and unwise appointments.

40. Assuming that the Board of Commissioners will be appointed as we have suggested, we may now proceed to state with more precision the general principles by which it should be governed in the performance of the duties which we propose to assign to it.

41. The Board should have power to obtain the assistance of persons who have had experience in the education of the youth of the Dominion, and with such assistance periodical examinations should be held in the most important cities and towns, especially at Halifax, St. John, Charlottetown, Quebec, Montreal, Toronto, London, Ottawa, Winnipeg, and Victoria.

42. To these examinations no person should be admitted until he has satisfied the Commissioners.—

1st. That he is within the limits of age prescribed for the situation or employment to which he desires to be admitted, and which for first admissions should not be less than eighteen nor more than twenty-five years.

2nd. That he is free from any physical defects or disease which would be likely to interfere with the proper discharge of his duties.

3rd. That his character is such as to qualify him for such situation or employment.

43. With the exception herein mentioned all appointments made to the Civil Service of Canada after the First day of January, 1882, should be by means of competitive examinations, according to regulations to be from time to time framed by the Board of Civil Service Commissioners, and approved by the Privy Council, and all regulations having reference to the qualifications of clerks or officers for any department, should be settled by the Commissioners after consultation with the chief authorities of the Department.

44. The competitive examination should be open to all persons of the requisite age, health, character, and other qualifications prescribed in the regulations, who may desire to attend the same, and on payment of such fees as may from time to time be decided on by the Board and approved by the Governor in Council.

45. Before any such examinations are held a computation of the number of permanent clerkships likely to fall vacant within the next six months should be made by the Board; to the number so computed, should be added such further number as may appear necessary to provide for any contingencies as to absences or failure of health, and the number so arrived at when approved by the Governor in Council, should be the number of persons to be selected at the next ensuing examination and placed on the lists herein referred to. This number should also be the number published as part of the advertised notice of any such examination.

46. Immediately after every such examination a list of the competitors should be made out in the order of merit up to the published number, if so many are found by the examination to be qualified for appointment, which list should shew as far as possible what branch of the Service each of the candidates appear to be best qualified for. The lists so made should be published in the *Canada Gazette*.

47. Examinations held as above proposed should be for first appointments:—

(a) To Third Class Clerkships in the Inside Service.

(b) To the office of Messengers, Tide Waiters, Landing Waiters, Lockers, or as Third Class Clerks in the Outside Customs Service.



- (c.) To the office of Messengers, Excisemen, Assistant Inspectors of Weights and Measures, or Third Class Clerks in the Outside Service of the Inland Revenue Department.
- (d.) To the office of Messengers, Letter Carriers, or Fourth Class Clerks in the Outside Service of the Post Office; and
- (e.) To the office of Messengers and Third Class Clerkships in all other branches of the Service.

48. In addition to the examinations above mentioned others should be held when necessary for appointments for special qualifications not possessed by any available members of the Service, and also for promotions in the Service.

When the Deputy Head of a Department to which a situation belongs, and the Head of the Department, certifies that the qualifications in respect of knowledge and ability deemed requisite for such situation are wholly or in part professional or otherwise peculiar, and not ordinarily to be acquired in the Civil Service, and that it would be for the public interest that examinations should be wholly or partially dispensed with, the Board of Civil Service Commissioners may do so, and grant their certificate of qualification upon evidence satisfactory to them that the said person possesses the requisite knowledge and ability, and is duly qualified in respect of age, health and character.

49. Competitive Examinations for first entrance to the Service should be preceded by a preliminary examination to ascertain whether the candidate possesses such a knowledge of orthography and elementary arithmetic, and whether his hand-writing is such, as will justify his admission to the competition. The competitive examinations should test the comparative proficiency of candidates on the following subjects:—

Hand-writing.

Orthography.

Arithmetic, including Vulgar and Decimal fractions

Copying manuscript, to test accuracy.

Digesting returns into summaries.

English composition.

Writing from dictation.

Geography.

History—English, Canadian and United States.

Book-keeping.

Precis writing.

French.

The Commissioners may dispense with such of these subjects as they may consider unnecessary for the examination of Messengers, Tide Waiters, Lockers and Letter Carriers.

50. When it becomes necessary to make an appointment to the third class, such necessity should be reported to the Head of the Department by the Deputy, and upon such report being approved by the Head of the Department, and upon the certificate of the Auditor that the salary of the proposed appointee has been voted by Parliament, the Board of Commissioners should select for probation from the list of qualified candidates herein referred to, such a person as, judging from the results of his examinations, is best suited for the vacant place. Such selection should as a general rule be made according to the order of the names on the lists.

51. The person so selected should not receive a permanent appointment until he has been on probation at least six months. The Head of the Department should have power to reject or accept any clerk appointed to his department at any time during the period of probation, and no clerk should remain in any department more than one year unless at or before the end of that time the Head of the Department signifies in writing to the Commissioners that the Clerk is accepted by the Department. If he is not accepted, the Head or Deputy Head should report to the Commissioners the reasons for not accepting him, and the Commissioners should thereupon supply another clerk in his room, and should decide whether the person rejected shall be struck off the list as unfit for the Service generally, or whether he shall be allowed a trial in another Department.

52. It has become evident to the Commissioners that in order to act efficiently in the Province of Quebec, a public officer should have such knowledge of French as will enable him to converse in that language. We submit, therefore, that to be eligible for appointments in that Province, candidates should be sufficiently acquainted with French and English to enable him to conduct satisfactorily the business of his office.

53. For promotions in the Service, the examination should be on such subjects as may be decided upon by the Board of Commissioners after consultation with the chief officers of the Department to which the promotion belongs, and such examinations should be competitive, and open to all employees in the Service holding positions ranking below those to which the promotions are to be made.

54. A list of competitors at examinations for promotion should be made out in the order of merit up to not more than five (5) names for each promotion to be made in the same rank, and the selection for promotion should be made by the Commissioners from this list, having due reference to any special duties that may be reported as incident to the office and the qualifications shown by the candidates during their examinations. Every such promotion should be on a probation of not less than six months, but at any time during the first year the Head of the Department or his Deputy may reject the person so promoted, or he may be definitely accepted at any time after the first six months. The cause of every rejection should be reported to the Commissioners by the Head or Deputy Head of the Department. The person so rejected would then return to the performance of the duties in which he had been previously engaged, and the Board of Commissioners should decide whether his name should be removed from the list of persons qualified for the promotion, or remain for trial in another Department. During the period a clerk is on probationary promotion, the duties of the office previously held by him would be performed by a clerk selected for the duty temporarily. When any clerk who is promoted on probation is rejected for sufficient cause, the Commissioners shall select another in his stead from the names still remaining on the lists.

55. Every appointment to, and promotion in the Civil Service of Canada, Inside and Outside, should be published in the Canada Gazette, and should take effect only from and after the date of such publication.

56. The Commissioners should from time to time make regulations in relation to the performance of the duties delegated to them, and to all matters incident thereto which are not specifically provided for in the Statutes. And while such regulations do not conflict with any provision of the law,

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they should, when approved by the Governor in Council, have the effect of law.

#### ACCOUNTS.

57. The question of a more uniform system of accounts throughout the Service has been considered by a former Commission and uniformity, as far as practicable, recommended. The Committee appointed by this Commission to visit the various Departments to examine the condition of each Department, as regards organization and the prevailing system of conducting the public business, paid special attention to the subject of a more uniform system by which duplication of accounts, which to some extent prevails, should be avoided: and they have in their memoranda of observations submitted herewith made recommendations thereon. We are of opinion that the most effective method of accomplishing such uniformity, and the avoidance of unnecessary duplication of work, would be to delegate the duty to a tribunal outside of the Departments of controlling the general system of accounts, which would have the power to enforce its recommendations; and that this duty should be delegated to the Board of Civil Service Commissioners, under whose authority experienced accountants might be temporarily employed to carry out the details. Uniformity of system would thus be permanently established.

58. The Civil Service Commissioners should lay before Parliament, within ten days of the commencement of each Session, a report of all examinations held by them, and the number of competitors at each—giving the result of each person's examination, but only the names of the successful candidates—together with the names and salaries of all persons appointed to or promoted in the Public Service and specifying the office to which they have been appointed or promoted.

#### REVENUE BOARD.

59. Our attention has been directed to the practice which now prevails in dealing with fines, penalties and seizures under the Revenue laws. The Customs laws place absolute power in the Minister of Customs for the time being to release seizures and remit penalties. The Excise laws do not contain any similar provisions, but the Governor in Council may remit them in whole or in part.

In thus dealing with such matters very grave responsibilities fall upon individuals who, in many instances, are exposed to the importunities of political supporters. We think, therefore, the work would be better done if it were performed by a board consisting of not less than three members. Such a tribunal would deal with such matters with greater freedom than an individual, the various aspects of each case would be more fully considered and hasty decisions would be avoided.

We propose, therefore, that the Deputy Heads of the Departments of Finance, Customs and Inland Revenue be constituted as a tribunal to try all revenue cases of fines, penalties and seizures, and that their decisions should be final unless appealed from to a competent court of law within a stated period. If this were done we are convinced the revenue branches of the Service would be greatly strengthened.

## ORGANIZATION OF THE INSIDE SERVICE.

60. In considering this part of the question our attention has been directed to the comparative responsibilities attaching to the Deputy Heads of the several Departments. These responsibilities are liable to change and may, from time to time, diminish or increase. It is manifest from the evidence herewith submitted that at the present time the work and responsibilities are by no means equal, and that the existing rule of attaching the same salary to each Department is inequitable. This consideration leads us to suggest that for the present rule there should be substituted a scale of three salaries, \$3,200, \$3,600 and \$4,500.

61. We are strengthened in this view by the consideration that the practice already exists of granting extra pay for work which is assumed to be outside the normal work of the Departments, thus establishing, by indirect means, a scale of salaries analogous to what we suggest. The amount of the salary should be the measure of the value of the *whole of the service* of the incumbent in any office, and should be placed in one sum in the estimates under its proper head.

62. We shall not now state our opinions as to how the proposed salaries should be apportioned to the several Departments, though we think the evidence given by the Deputy Heads contains all the material necessary for arriving at a fair decision, we prefer that it should be referred to the proposed Board of Civil Service Commissioners for action as one of its first duties.

63. We by no means think that such an apportionment of salaries as we have recommended should at any time be considered as a fixed rule. For the reasons we first stated we believe that, to be just, they must be from time to time varied, and that when a re-arrangement is found necessary it may very properly be made when the occurrence of vacancies gives the opportunity.

64. We have carefully considered the expedience of stating some rule by which the appointment of Deputy Heads should be governed, and we have arrived at the conclusion that these appointments, like appointments to the Bench, must remain absolutely in the hands of the Government. Ministers will, for their own comfort, choose the best men available, and in that way it will, as a rule, happen that if there is a competent man already in the Service he will be selected. Apart from this, it is obvious that for appointments of so much importance the responsibility of Ministers to Parliament will be a sufficient guarantee against bad selections.

65. We have been impressed during the progress of our enquiry with the conviction that while by far the greater portion of the work of the Departments is of a purely routine character, and such as in private business would be performed by men receiving comparatively low salaries, it has heretofore been largely done by clerks who, by mere force of survival, have been advanced to the highest grades of the Service. This, we believe, is a fruitful source of unnecessary cost, and we think the remedy is firmly to restrict the number of employees in the higher grades, and to provide with equal stringency that promotions shall only be made to actual vacancies and then only upon the certificate of the Head of the Department as to fitness, and of the Civil Service Board that the qualifications of the person it is proposed to promote have been satisfactorily established,

both as to character, business habits, and knowledge of the duties required of the incumbent of the office to which it is proposed to make the appointment.

66. It is, we think, abundantly evident that the existing classification is much too complicated, and that while it has a tendency to create discontent it affords too many facilities for the unjustifiable advancement of employes to which we have referred. Keeping this principle in view we propose that there shall only be four grades below the Deputy Heads, that is:—

67. CHIEF CLERKS, who shall also be known as officers.

FIRST CLASS CLERKS.

SECOND CLASS CLERKS.

THIRD CLASS CLERKS.

And that the number of chief, first and second class clerkships shall be restricted in the manner presently stated.

#### *Chief Clerks.*

68. A chief clerkship should only be established on the report of the Deputy Head of the Department which report should be approved by the Civil Service Board setting forth the reasons for creating such an office, and the nature of the duties and the salary to be attached to it. And no person should be appointed or promoted to the office so established except upon the certificate of the Deputy Head of the Department and of the Civil Service Board that the person it is proposed to appoint possesses the requisite qualifications. The salaries of the chief clerks should be as recommended in the report above referred to and placed in the annual Estimates, the minimum being \$2,200, and the maximum, \$2,600, with duty pay not in any case exceeding \$400 per annum, such duty pay being granted only for the performance of duties involving more than ordinary responsibility, and upon the report of the Deputy Head, approved by the Civil Service Board, affirming the expediency of such increase of outlay.

#### *First-Class Clerks.*

69. A class of first-class clerks is, we think, a necessity. These clerks will have duties of varying degrees of importance, but it does not appear necessary to provide for more than one grade, though their pay may vary. Salaries should, we think, be determined with reference to the importance of the work and should attach to the place or to the duties performed, and the necessity for establishing first-class clerkships should be determined in the same manner as chief clerkships. The salaries of first-class clerks should, we believe, commence at \$1,500, advancing by biennial increments of \$100 up to \$1,800, with duty pay for the performance of special duties not exceeding \$300, such duty pay being only granted under the same restrictions as are proposed with reference to chief clerks.

#### *Second Class Clerks.*

70. As respects the second class we are of opinion that it should be limited to the actual requirements of the Service, that clerkships of this class equally with those in the first-class should be given only where specific duties have to be provided for, and equal care should be taken to guard against any unnecessary increase in its numbers, thus leaving the

great bulk of the routine work of the Department to be performed by the men of the third or junior class. The salaries of this class should be \$1,000, rising by biennial increments of \$100 to \$1,200, with duty pay not exceeding \$200.

*Third Class Clerks.*

71. To this class of Clerks will be assigned the routine work of the Departments, such as checking, comparing, copying, compiling and transcribing Accounts and Documents. This, so far as we can ascertain, comprises four-fifths of the whole work to be done, and requires for its performance no special attainments beyond what can be acquired in the Common Schools. The Clerks in this class should be promoted only on having passed a competitive examination, and thereby attained such a position as the lists here-in referred to of Clerks eligible for promotion as will establish their fitness to fill the vacancies that may occur in the higher grades. The salary at first entrance, we propose, shall be \$500, advancing by biennial increment of \$100 to \$900.

72. It is possible that these vacancies may not frequently occur. It may also happen that in the interest of the Service duties of a more responsible character than those of the ordinary routine we have described may be performed by the most zealous and most intelligent of the third class Clerks. As an incentive to zeal, and as a reward of superior merit, and as a means of inducing this class of Clerks to qualify themselves for promotion, we think a scale of duty-pay for the performance of superior work should be provided. This should not exceed \$100 per annum, and should only be paid on the certificate of the immediate superior of the Clerk, countersigned by the Deputy Head and approved by the Board of Civil Service Commissioners.

*Temporary Clerks.*

73. We propose that the wants of Departments from a temporary pressure of work should be supplied with the required numbers from the successful candidates in the Civil Service Commissioners' list, and for whom no vacancies for the time being may have been found, the rate of remuneration for such temporary service not to exceed the pay of third class clerks, such employment not to be considered as constituting any claim to a permanent clerkship.

*Extra remuneration.*

74. We have already stated our opinion that the salary paid should be the measure of the value of the whole of the services of any employee. But it has been shown to us that there are occasions in some of the Departments when it becomes necessary to require the attendance of several of the clerks beyond the hours stated in the regulations. This, we are informed, is especially the case in the Post Office Savings Bank Branch when the annual interest accounts are closed. We are of the opinion that the probability of such a necessity arising in any of the Departments can be foreseen sufficiently in advance to provide in the Estimates for the payment of such extra service and we submit where a fair case is made out, the payment for the extra services of a stated number of clerks in any Department, with maximum amounts to be paid to each, should be inserted in the Estimates

submitted to Parliament, and that such extra pay should only be permitted where it is thus provided for.

*Messengers, &c.*

75. A class of employees, not heretofore mentioned or provided for in the Civil Service Act or Regulations, and which may be considered in connection with the messenger class, appears to be necessary in some of the Departments. They are required for receiving, assorting, packing and despatching parcels of blank books, forms, stamps, &c. This class of men is obviously required in the Post Office Department, and also—though not to the same extent—in the Departments of Customs and Inland Revenue. In view of this necessity, we propose to extend the Messenger Class so as to include those “*assorters and packers,*” as they may be termed.

For the whole class we propose that the scale of salaries shall be \$300 at entrance, with annual increments of \$30 until a maximum of \$500 is reached, after which there should be no further increase until a period of fifteen years service has been completed, at which point we think an addition of \$100 per annum should be granted.

*Female Clerks.*

76. Whilst we see no reason whatever why female clerks should not be quite as efficient public servants as men, we are forced to confess that there are several obstacles in the way of their employment which we fear it will be very difficult if not impossible to overcome. For example, it would be necessary that they should be placed in rooms by themselves, and that they should be under the immediate supervision of a person of their own sex; but we doubt very much if sufficient work of similar character can be found in any one Department to furnish occupation for any considerable number of female clerks, and it would certainly be inadvisable to place them in small numbers throughout the Departments.

Should circumstances hereafter arise warranting the employment of female clerks, we see no objection to their being appointed as clerks of the third class, under such regulations as the Civil Service Commissioners may, with the sanction of the Governor in Council, make, as to competitive examination, age, health and character.

*Duty-pay.*

77. In fixing the remuneration to be paid to the various classes our aim has been to apportion the pay fairly to the work and responsibilities of each. There is, however, in every office work, requiring special aptitude and qualities for its performance, to which higher pay should be attached; with a view of thus attaching higher pay to higher work, and to create a general system of promotion within each class, we recommend the adoption of duty-pay in addition to the Service scale, to be paid for the actual performance of the work to the Clerk best qualified and solely on the ground of merit. The effect will be that a clerk will enter a class at a minimum salary with the certainty that with good conduct and steady application he will within a definite number of years attain to a specified maximum salary and he will know that with ability and zeal in the discharge of his duties he may have his salary augmented by duty-pay for the performance of a higher class of work for which he has proved his fitness.

78. In order to prevent payments of salaries or allowances in contravention of the law we propose should be enacted, either the Audit Act or the Civil Service Act should contain a provision making it the duty of the Auditor General to refuse his sanction to the payment of any salaries or allowances unless they have been established and earned in the manner we have proposed.

*Widening the area of promotion.*

79. We are convinced that in order to utilise more completely such talent as may exist in the Service, and in order to insure advancement within a reasonable period to the most deserving members of the Service, it is important to widen the area of promotion as much as possible, and that there should be no bar—other than the absence of the necessary qualification—to the promotion of an officer or clerk from one department to another, or from the Outside to the Inside Service or the reverse.

80. But in order to give effect to this principle it becomes necessary to consider the relative value of appointments in the Outside and Inside Service of the several departments, and at this point we are met by the most glaring inequalities in the existing scale of salaries. We find these inequalities not only in the salaries paid in different departments but in the salaries paid in the same department. Until these *inequalities* are removed we do not see how it will be possible fully to avail of the great benefits that might arise out of the widened area of promotion we have referred to.

We shall not now specify individual instances of unequal pay for services of a parallel character. To do so would be invidious. But a glance at the estimates annually laid before Parliament will reveal to any one conversant with the Service abundant instances of inequalities, not only as regards individuals, but as regards the several departments as a whole.

81. While, therefore, we strongly urge the desirability of extending promotion over as wide an area as possible, we clearly see that before all the advantages which such a reform would bring in its train can be realised, it is necessary to establish something like an equality in the scale of salaries paid for work of the same nature in the various branches of the Service. We are conscious that to do this by raising the lower salaries to a level with the higher, would be to add so enormously to the annual estimates as to defeat our purpose; while, for reasons stated elsewhere in our report, we cannot recommend the reduction of salaries already granted, and as to which there is an implied contract between the Government and its servants.

82. We submit, therefore, that the best, indeed the only, course open is to make it a part of the duty of the Board of Civil Service Commissioners that they shall carefully examine the salaries paid and the duties attached to the respective offices, and that they should, upon the information thus obtained, frame a schedule of salaries for each class of work or duty consistent with its comparative value and importance, and that the scale, so established, should apply to all appointments made thereafter. When this has been done and promotions made general throughout the Service, we are convinced that the most beneficial results may be anticipated from it



*Superannuation.*

83. The subject of superannuation is, we believe, of sufficient importance to require more extended consideration than can now be given to it. We therefore propose to deal with it in another report. In the meantime we deem it right to direct attention to the incompleteness of the annual statements which appear on this subject in the Public Accounts. The statements we refer to appear at pp. 103 part ii. and 61 part i. in the Public Accounts for 1879-80. By these statements the receipts on account of superannuation are stated to be \$43,531 while the payments are stated at \$127,792. We do not question the accuracy of these statements as far as they go, but so much is omitted that we are not surprised that both Parliament and the public should be under a misapprehension as to the true facts of the case.

84. A little consideration will show that the form in which these accounts are given to the public can take no cognizance of any reduction of or even of the abolition of salaries effected by the operation of the law. For instance, an office might be abolished, and a sum equal to the difference between the whole salary and the superannuation allowance saved, but the only result that would be shown in the statements to which we have referred, would be an increased annual payment.

85. We have been so conscious of this state of affairs that so soon as it came under our notice we requested the several Departments to furnish us with a statement shewing in detail the effect—as regards the cost of administering it—of the Superannuation Act during the ten years it has been in operation. These statements are not yet all completed; so soon as they are they will be printed with our appendices. Meantime we have sufficient before us to say that notwithstanding all the alleged abuses that are said to have prevailed in the administration of the law, the result has been a very large measure of saving to the public exchequer, for we find that during the decade the saving has been:—

In the Department of	Finance,.....	\$ 48,548.73
“ “ “	Agriculture,.....	18,010.12
“ “ “	Inland Revenue,.....	42,570.78
“ “ “	Public Works,.....	21,014.98
“ “ “	Marine and Fisheries,.....	30,263.86
“ “ “	The Secretary of State,.....	5,482.40
“ “ “	The Interior,.....	6,893.78
“ “ “	Customs.....	177,398.73
		\$ 250,183.38

As against which we may place the loss in:—

The Department of Railways and Canals, \$	23,025.00	
“ “ “ Militia and Defence,	3,725.10	
“ Post Office Department.....	6,107.40	32,857.50
		\$ 217,325.88

86. The net result being a clear saving in the Departments specified, of \$217,325.88 in ten years. This result will be fully established by the details

that will appear in the appendices, and the amount saved will not be materially affected by the statements yet to be received.

87. It has not escaped us that the Superannuation Act has sometimes been strained—perhaps unwisely—in a direction which we propose to refer to more at large hereafter, and it may then become our duty to offer some suggestion for improving both the text and the methods of administering the law.

#### DISCIPLINE.

88. The discipline of the Service is so important a factor in relation to its efficiency that we have given it special consideration. The enforcement of discipline depends mainly on the Deputy Heads and other chief officers. The best considered rules and regulations are valueless unless these officers take a living interest in the work of their Department, and in seeing that the rules and regulations are carried out. The personal supervision of the Deputy Head cannot at all times be given to his Department. He is frequently engaged in conference with the Minister; he may have work of a confidential nature which he can best perform in private; or he may be absent in the necessary discharge of his official duties. It is therefore of the utmost importance to the right discipline of the Service that he should have sufficient authority to enable him to secure the regular and punctual attendance of the chief clerks and heads of branches who would thus afford a proper example to their subordinates.

89. Nothing can be more injurious or destructive to the discipline and efficiency of a Department than irregular habits on the part of a chief clerk or head of a branch. If such officers go through their duties in a perfunctory manner, are irregular in their habits, come late to their offices, and are often absent from their posts, it is certain that their subordinates will be injuriously influenced by their example.

90. We have good reasons for believing that, notwithstanding the reticence to which we have before referred, on the part of the witnesses, there is a very general laxity in the observance of the rules and regulations laid down by Orders in Council for the guidance of officers and clerks in the Departments. This applies equally if not with greater force to the Outside Service.

91. The hours of attendance, according to the existing rules, are from half past nine a.m. until 4 p.m.—during which the employés are expected to be constantly engaged in the performance of their duties, without any intermission for luncheon. An attendance book is kept which all the officers and clerks should sign on reaching the Department in which they may be employed, and the book should be handed into the office of the Deputy Head at a quarter before ten.

92. The rule as to luncheon appears to be generally disregarded in all the Departments, most of the clerks taking an hour more or less for refreshments, thus reducing the hours of work by so much—neither does there appear to be any strict observance, in most of the Departments of the rule requiring the signing the Attendance Book. We are of opinion that the hours of attendance should be changed from nine, a.m., until 4:30, p. m., allowing an intermission of one hour for luncheon. The time fixed for the absence having some regard to the work of the office and the convenience of the public. The hours of attendance thus suggested shew a marked difference

in favor of those employed in the public service, as compared with the practice in private establishments, which may be correctly stated as generally requiring attendance from 9 a.m. to 6 p.m., and oftentimes much longer.

93. In order that the degree of efficiency attained by the officers and clerks in the Service and their fitness for promotion may be ascertained, we recommend the adoption of the following regulations, subject, of course, to such modifications as may be from time to time recommended by the Board of Commissioners and approved by the Governor in Council:—

1. *First Attendance book.* Every officer (by the term officer we mean every person of the rank of Clerk or Chief Clerk in the permanent Civil Service as well as all who are on probation or temporarily employed) should be in attendance to commence his duties at nine o'clock in the morning, and should sign the "*first attendance book.*" This book to be returned at five minutes past nine, and those who arrive afterwards should sign a "*late book,*" in which should be entered against his signature the exact time of each officer's arrival—any officer whose signature appears frequently in this book should be reported, and habitual want of punctuality noticed to his disadvantage especially when the question of promotion arises. Officers should be strictly forbidden to sign for each other.

2. No officer should be allowed to absent himself during business hours without the permission of the Deputy Head or his representative except for the time allowed for refreshments.

3. Any officer prevented by sickness or other circumstances from attending at his office should give notice in writing and state the cause of his absence to the Deputy Head. No officer should be allowed to engage in any trade or profession nor connect himself with any municipal corporation or business association or company, as manager, officer or agent, without the special sanction in writing of the Head of the Department in which he may be employed.

4. *Security.* In all cases where security is required from any officer in the Service, such security to be given direct to the Government, and should be that of some Guarantee Company approved by the Government. Personal security should in all cases be declined.

5. Monthly and half yearly Reports should be made by the chief clerks and heads of branches to the Deputy Heads setting forth the general capability, health and punctuality of the clerks, and their fitness for promotion.

6. *Fines.* There should be a regular and legalised scale of fines for any breach of discipline or disregard of the rules and regulations. Such fines should not be excessive, should bear some proportion to the officer's salary, and should be rigidly enforced. The amount received from such fines should be kept as a special fund to be applied to the assistance of widows and orphans of employes who may die in indigent circumstances.

#### *Leave of Absence.*

94. We think the present provision of three weeks leave of absence for recreation, for each officer in the Civil Service, has a wholesome effect and should be continued; we are of opinion however that, as in the practice of the Banks, it would be desirable to make it obligatory, and to provide that,

in all cases, the duty of the absent officer should be handed over to and be performed by another officer.

95. Such additional rules and regulations as may be considered necessary for the efficiency of the Service should from time to time be prepared by the Civil Service Commissioners in consultation with the Heads of Departments. All such rules and regulations should apply to the Outside as well as to the Inside Service, in so far as the Board of Commissioners may consider them applicable.

*Office accommodation.*

96. We have been very strongly impressed with the great injury which results to the Service from the defective arrangements adopted in the internal structure of the Departmental Buildings. We hold it to be essentially necessary for the proper supervision of the work in the public offices that men similarly engaged in the several Departments should in each Department be, as much as possible, in the same room, and under the immediate supervision of a superintending officer, who should be strictly accountable for the performance of the work and for the conduct of the men under his supervision.

In Banks and other public offices where the public come into personal contact with the employees there is at once afforded a constant and efficient check against idling and unnecessary delay in the transaction of business ; but in Government offices, where there are sometimes only two or three men shut up in a room by themselves there is no such wholesome check, and the tendency to waste time is wholly uncontrolled.

97. It is, therefore, much to be regretted that the internal arrangements of the Public Buildings at Ottawa does not admit of the grouping together of the employees in a few large well lighted airy rooms, where their duties could be efficiently supervised instead of having them scattered through a number of small, and often badly lighted, rooms in which they are left entirely to themselves in the performance of their duty. We therefore suggest that the arrangement of the several rooms should be considered by an Architect with a view to ascertaining whether by the demolition of some of the partitions, the offices could be improved in the direction we have indicated.

OUTSIDE SERVICE.

98. The committees of the Commission appointed to visit the principal cities and take evidence on the subjects of our enquiries having submitted the evidence taken by them, it has been discussed by the whole Commission and the personal observations and opinions of the members of the committees have been communicated to us. As the result of these discussions we are impressed with the importance of the duties and responsibilities imposed on the officers of the Outside Service, especially on those serving in the two principal revenue collecting departments—Customs and Inland Revenue—the former collecting from fourteen to seventeen millions and the latter from five to six and a half millions of dollars revenue per annum.

99. We find that notwithstanding these important functions the outside officers, especially those of the lower grades, are receiving salaries much lower in proportion to their work than are paid to the clerks in the Inside

Service; and we find, too, that the Excise Officers are—having reference to their respective responsibilities—receiving less pay than the Officers of Customs. This last mentioned inequality is probably due to the Excise Service being of comparatively recent origin, and to the adverse feeling of the public to a service which is necessarily of an inquisitorial character. But however that may be, the inequality is unjust to the officers who are thereby placed at a disadvantage both as regards their status and their remuneration.

100. We find that the average cost of collecting the Customs duties during the past four years is—irrespective of the expenses of the Department, about  $5\frac{5}{100}$  per cent., and that the cost of collecting the Excise revenue, exclusive of the cost of the Department, is  $4\frac{3}{100}$  per cent. We are convinced that the cost of collecting Customs duties is greatly enhanced by the numerous small ports and outports which have been established without sufficient cause. We have reason to believe that many of these ports might be abolished without any substantial inconvenience to the commerce of the country, and that the cost of collecting the Customs Revenue could thereby be materially reduced. The Civil Service Commission of 1868 referred to this source of expense in very strong terms, and we believe the evil has since then assumed greater magnitude.

101. The importance of this consideration will be evident from a statement of the cost of collections at the several classes of ports. It appears that at twenty ports collecting \$50,000 per annum and upwards together with the twenty-nine outports attached to them, there was collected in 1879-80 \$13,076,718 at a cost of \$459,462, or  $3\frac{4}{100}$  per cent. while the cost of collecting \$1,202,094 at 117 ports and 132 outports attached to them, was \$210,446 or  $17\frac{1}{2}$  per cent. There could hardly be a stronger confirmation of the necessity of change.

102. The evidence we have taken is unanimous as to the desirability of a reform, in this part of the Service, not only because the cost of collection might thus be reduced but for the far more important reason that a fuller and more equitable collection of the Revenue could thus be effected. It is stated with great force by some of the witnesses that these small ports, where the appointment of a competent appraiser is out of the question, open the door to the admission of goods at a serious undervaluation whereby not only the Revenue suffers loss but serious injustice is done to importers whose goods have to pass the ordeal of appraisal at the larger ports, and it is further urged that there are serious objections to the charge of duty and its collection being carried on at any place where there is only one officer whose acts are unchecked by another.

103. We find there is a similar tendency to multiply the number of places at which goods subject to excise duties may be bonded. To this practice the principal objection is the increased cost of collection which as a rule amounts to 5 p. c. on the amounts collected, the collections being usually made by officers of Customs who receive that rate of commission for their services. There is of course some risk of loss by the abstraction of goods from warehouse and the subsequent insolvency of the parties to the bond. This is the chief element of risk, for excisable goods are only liable to specific duties, and there is therefore no risk as to undervaluation. Still we think the principle of multiplying these bonding places without suffi-

cient cause is highly objectionable and ought to be restricted within narrower bounds.

*Customs Service.*

104. In considering the classification of the Customs Service (outside) and the scale of salaries as they now exist, we have met with several anomalies. We find that some of the Collectors are in receipt of larger salaries than the Deputy Head of the Department. This we understand is based on the idea that because a Collector has to account for large sums of money and is required to give security his responsibilities are greatly increased. We can not admit this as a sufficient reason. These collectors no more handle the monies collected at their ports than the Deputy Head handles the monies collected by his Department, and under a sound system of check and accountability the Collector of a large port cannot have any opportunity for laxity in dealing with cash; the cashier is the officer who actually receives the cash and who ought also to give bonds to the Government which at present he does not. In these days of guarantee companies the annual value of responsibilities of that nature is measured by the cost of a guarantee premium, and as surely as the greater will include the less, the labour and responsibility of managing the collection of the whole Customs Revenue of the Dominion must exceed that of managing the collection of a single port.

105. Again, we find that in every case the salaries paid to Inspectors of Ports are less than the salaries paid to the Collectors of the principal ports they inspect. We believe that these anomalies are incompatible with a satisfactory administration of the affairs of a department. It is only, therefore, with reference to the scale of salaries, we have recommended for the Deputy Heads of Departments that we should place the maximum salary of a Collector of Customs at \$4,000. On this point we hold very decided opinions. We believe that any superior officer who is in receipt of a salary less than is paid to one or more of his subordinates will always be at a disadvantage in dealing with that subordinate. We are convinced that an Inspector of Ports who receives only \$2,000 per annum cannot efficiently inspect a port whose first and second officers receive respectively \$4,000 and \$2,600. The higher paid officers will inevitably look down on him who gives his services for the smaller sum, and the latter will as inevitably feel himself at a disadvantage in dealing with the former.

106. We have considered the classification of Ports proposed in the Schedule B, which accompanies the report of the Civil Service Commission of 1868, and we are not surprised that it has been found impracticable to adopt it. We do not believe that any such rigid classification is suitable for the purpose, and we think that with reference to Ports as with reference to Departments there should be a reconsideration of the Collector's salary whenever an important vacancy occurs. There does not appear to be any reason for giving a high salary to a new Collector for no better cause than that it was given to his predecessor. This is a matter which we think the Board of Civil Service Commissioners should deal with. We therefore propose that periodically they should take into consideration the amount of business done at each port and the circumstances under which it is performed, and that upon that data, and in consultation with the Deputy Head of the Department, they should determine the number of officers of each class necessary for the

proper performance of the work and the salary that should be paid to each, and that every new appointment to the port should be made at the salary so determined.

107. A continuance of all the existing ports would require a wide range of salaries, but we are of opinion that there should be no independent port where the revenue collected will not justify the payment of a salary of \$1,000 to the Collector and the maintainance of a staff of at least two officers under him. We do not propose to close the smaller ports nor to destroy the facilities they now afford to trade, but, we think, that most of them should be rated as sub-ports, and that their business should be transacted through the ports to which they are subordinate. In this way a more satisfactory check would be had in the manner of doing business. All important importations would be subject to a more searching appraisement, and the business would pass under the eye of more efficient and better informed officers, while the cost of collection could be materially reduced by the gradual elimination of many officers who are in receipt of salaries in excess of what the work they do will justify. The work of the Collectors so displaced would be performed by officers of lower rank, and at less salaries.

108. Subject to the considerations above advanced, we now proceed with the classification of Outside Customs Officers. These following the existing and well understood nomenclature will consist of:

Chief Inspector.....	salary	\$4,000
Inspectors .....	salary from	\$2,500 to 3,000
Collectors .....	"	1,000 to 4,000
Surveyors .....	"	1,200 to 2,500
Chief Clerks.....	"	1,200 to 2,000
Clerks, probably three classes.....	"	600 to 1,000
Head Landing Waiters.....	"	900 to 1,500
Landing Waiters.....	"	600 to 800
Gaugers.....	"	600 to 900
Chief Lockers .....	"	800 to 1,000
Lockers.....	"	500 to 700
Tide Surveyors.....	"	900 to 1,000
Tide Waiters.....	"	500 to 600
Preventive Officers.....	"	200 to 500
Messengers .....	"	200 to 500

109. The Appraisers and Assistant Appraisers must of course be a special class, for the duties of which, service in the classes above specified will not insure the necessary training. Appraisers should be appointed for their knowledge of commercial affairs, of the values of goods at the places whence they are exported and of the tariff. All these qualifications are susceptible of being tested by the means we propose to place at the disposal of the Board of Commissioners, and if they are possessed by men already in the service we know of no reason why such men should not benefit by their knowledge, but it is obvious that the probable necessity of appointing as Appraisers men who have not previously been in the Service, must be kept in view. We propose that the salaries of this class of officers should range:

For Appraisers .....	.....from	\$900 to \$2,000.
For Assistant Appraisers .....	.....from	\$600 to \$1,000

110. The rules as to first appointments in this branch of the Service and as to promotion in it, should be the same in general principle as those we have proposed for the Inside Service, but some modifications may be necessary as to the classes to which first entrance may be permitted. These modifications, should they be found necessary, may, we think, be left to the Board of Commissioners, as may also the internal arrangements for promotions, but it is proper to state our opinion as to the age at which admission to certain classes in this branch of the Service should be permitted. We consider this necessary because the work, in the classes to which we refer, requires for its performance men of good physique and whose characters and habits of life have been completely formed. We therefore propose :—

For Landing Waiters and Gaugers.....	from 25 to 40 yrs.
“ Lockers and permanent Tide Waiters.....	“ 25 to 40 “
“ Assistant Appraisers.....	“ 21 to 30 “
“ Messengers.....	“ 25 to 40 “

111. The evidence we have taken in reference to the inspection of ports forces upon us the conviction that this is a work which has been very imperfectly done, and we believe that the failure is largely due to the anomalous position held by the Inspectors, as well as to the want of system in carrying on their duties. So far as we can discover Inspectors of Ports are invested with but scant authority, and although many Collectors may be willing to accept and act on their advice they can only carry out their views in relation to any needed reform or the enforcement of any regulation by report to the Department from whence the instructions must issue. These reports, we have reason to believe, are frequently disregarded or remain so long in abeyance that action on them ceases to be useful. It may be that this state of affairs is due to lack of confidence in the Inspectors or of disagreement with their opinions, but however that may be the result is most unsatisfactory, and the inspection appears to have had but little value even in the opinion of the Department.

112. As a remedy we propose that the Inspectors should have a higher status in the Service ; that relatively to the ports they inspect they should have better pay than they now have ; that their powers of action should be enlarged and more definitely stated ; that instructions containing rules for their guidance in the performance of their duties should be issued by the Department, and with a view to bringing about greater uniformity of practice we think there should be a Chief Inspector, who should always accompany the Inspector when inspecting the larger ports, and thus place the Inspectors on a better footing relatively with the inspected, and so insure generally that efficient system of inspection so essential to the equitable collection of the revenue.

113. We have given a good deal of consideration to the question of Bonding Warehouses, both with reference to the class of buildings that should be accepted for use as Crown Warehouses, and to the management of the bonding business by the Customs officers. We propose to offer some suggestions respecting the buildings in a second report. As regards the method of transacting the business we think there is a necessity for a more perfect and uniform system of checking the goods in warehouses, of keeping the warehouse books, and of ascertaining the quantity of goods remaining in each warehouse at the end of each quarter. The results of these inspec-



tions should be carefully compared with the warehouse books, and all discrepancies rectified, and if any of the officers of the port are found to have failed in their duty a thorough investigation should be had and suitable steps taken to censure or punish them, as the case may require. The enforcement of the due performance of this duty would be one of the most important functions of the Inspectors, for it is far easier to commit frauds in relation to goods in warehouse than in relation to duties actually collected.

114. It is important that a uniform system of receiving money at the several ports and of transmitting it to the Receiver General should be established, and, we think, it would be a great improvement if the entry papers and vouchers on which duties are collected were transmitted daily instead of as at present, so that they could be immediately brought to account and the daily remittances checked by them. The existing regulations of the Department as to remitting money are good enough, but it appears that some of the Collectors disregard them, and it thus becomes possible for these Collectors to retain possession of Government money for several days without detection. This would be impossible if the daily transmission of all entry papers for duty as well as the remittances of the corresponding monies were rigidly insisted on, and a daily account kept with each port.

115. While on this subject we will refer briefly to a most objectionable practice which we have found in existence at most of the ports visited, and which we understand has the sanction of custom if not of law--we refer to the passing of sight entries which places in the hands of the unscrupulous Collector the means not only of retaining in his hands large sums of money for many months together, but facilitates grave frauds on the revenue. We may have occasion to refer to this subject in our second report, but in the meantime we take the first opportunity of condemning the practice and of recommending its discontinuance.

116. It has been represented to us that the oath prescribed by section 41 of the 40th Vic., Cap. 10, is in many of the ports administered by officers who are not legally authorized thereto. The Act says the oath shall be taken before the Collector or *such other person* as the Governor in Council may see fit to name; but we find that in many, if not all, the principal ports the oaths are administered by the Surveyor's Clerk or some other officer, none of whom, as a rule, have received the authority required by the Act. We doubt the legal value or utility of an oath so administered, and it may happen that in any contest at law in which the validity of an oath so administered is questioned the result might be fatal to the interests of the revenue. This, coupled with the loose, irreverent and hurried manner in which such oaths are administered has convinced us that unless some more impressive and more regular mode of procedure is adopted it would be better to abolish the oath altogether.

#### *Inland Revenue.*

117. Although the whole revenue collected by this Department does not greatly exceed one-third of what is collected by the Customs, it is derived from so many sources, from some of which the revenue barely covers, or sometimes falls short of the cost of collection, that the work of keeping accounts and carrying on the correspondence and the details is greatly enhanced compared with the money brought into the Treasury. The sources from which the Inland Revenues are received, and the business

upon which the work of its officers is expended, may be classed as productive and non-productive. The productive branches are :

Excise.	Bill Stamps.
Canals and public works.	Law Stamps.

The non-productive branches are :

- Inspection of Petroleum.
- Inspection of Weights and Measures and Gas.
- Culling of Timber.
- Inspection of staple articles.
- Prevention of the adulteration of food.

118. We have been favorably impressed with the manner in which the business of this Department has been organized and with the manner in which the duties of its officers are carried on. The checks on the collection and transmission of money appears to be of a satisfactory character.

119. We find in the excise branch of this Service a tolerably effective system of examination of officers by which their respective capability is fairly tested and by which they are classified and their chances of promotion largely governed. This system of examination has been carried out to an extent sufficient to demonstrate its usefulness, and we are persuaded that if its operation had not been interfered with by political considerations still more favorable results would have been attained. As it is, the influence of the system on the future prospects of the officers has a most salutary effect on their conduct, and we find that several have risen through successive stages of competition to the highest places in the Service. The results of these comparatively imperfect examinations as a means of elevating the character, self respect and efficiency of the officers, and of testing their capability, has greatly strengthened us in the opinions we have formed as to the value of competitive examinations.

120. In this Service the number of officers in each class is estimated with reference to the work to be done, and although a man of good capacity will almost certainly rise from the probationary to the first class of Excisemen he can only obtain promotions above that grade as vacancies occur. It thus happens that promotion is sometimes slow, and in this consideration we find an additional reason why the salaries should be at least equal—having reference to the work done—to the salaries paid in the sister Service.

121. We do not find in the Outside Service of the Excise branch of the Inland Revenue Department the same anomalies in relation to the salaries of the respective classes of officers as we have referred to in speaking of the Customs Service. We have not met in it with any instance where a subordinate officer is paid more than his superior in rank, and although the officers as a whole are paid less than officers having similar responsibilities in the Customs Service, we think the salaries given to the several classes are fairly well proportioned to each other. But in this Service as in the Customs Service, we think the salaries should be re-adjusted from time to time as circumstances may require, and we propose that in relation thereto the Board of Civil Service Commissioners shall perform the same duties as we have suggested for them in relation to the Customs.

122. The present classification of Excise officers is, we think, satisfactory. It is as follows:—

Chief Inspector.....	salary now proposed	\$3,000
Inspector of Distilleries	“	2,500
District Inspectors	“	\$2,000 to 2,500
Collectors	“	500 to 2,000
Deputy Collectors	“	400 to 1,500
Clerks (accountants)	“	900 to 1,000
Special Class Excisemen	“	1,200
First, second and third class do.	“	600 to 1,000
Probationary Excisemen	“	500
Messengers	“	200 to 400

To which we understand has been recently added for surveys of important manufactories a scale of duty-pay for the special class Exciseman who performs that duty, of \$200 per annum.

#### *Post Office Department.*

123. As regards the Outside Service, we think the present classification of the Post Office employees fairly meets the requirements of that Service, and we, therefore, propose only slight modifications; but we would limit the promotion from class to class in the same manner as we have proposed that it should be limited in the Inside Service.

124. There is, however, one class of officers in the Post Office Service, to some of whom we are of opinion that far too large a remuneration has been given—namely, the Postmasters of large cities—for instance the maximum salary now paid is \$4,000 a year. It seems to us that considering how little pecuniary responsibility devolves upon these officers, that a salary of \$2,600 for the principal offices, and salaries of from \$2,000 to \$2,400 for the less important cities would be ample; this scale would place their emoluments nearly on a par with those of the Post Office Inspectors, whose duties are far more comprehensive and involve much higher responsibilities.

125. We have reason to believe that the employment of female clerks in the Outside Service of the Post Office has been attended with advantage to the public in both Great Britain and the United States, and we see no reason why similar results should not attend their employment in Canada

126. As regards promotion, we are strongly of opinion that the whole Post Office Service should be regarded as one, and that the higher appointments in both Inside and Outside Services should be filled solely by promotions or transfers from either Service; by adopting such a system both efficiency and economy would be secured. We propose the following classification which, we believe, will be economical and equitable:—

#### *City Postmasters:*

Class 1, where postage collections exceed	\$80,000.....	\$2,600
Do. 2,	Do. \$60,000 to \$80,000..	\$2,400
Do. 3,	Do. \$40,000 to \$60,000..	\$2,200
Do. 4,	Do. \$20,000 to \$40,000..	\$2,000
Do. 5,	Do. are less than \$20,000.....	\$1,400 to \$1,800,

as the Postmaster General may determine. These salaries should not be supplemented by any allowances or perquisites whatever.

For Assistant Postmasters, we suggest for class 1, \$2,000; class 2, \$1,800; class 3, \$1,600; class 4, \$1,400; class 5, \$1,100 to \$1,400.

*Clerks in City Post Offices :*

3rd Class, \$400 by annual increment of \$40 to \$800.

2nd Class, \$900 by annual increment of \$40 to \$1,200.

1st Class, Specific duties in each case with fixed salaries to be determined by the Postmaster General, no salary to be less than \$1,200 or more than \$1,500.

*Letter Carriers, Messengers, Box Collectors and Porters :*

\$300 to \$600 by annual increments of \$30.

*Post Office Inspectors :*

Chief Inspector .....	\$2,800
1st Class, on appointment.....	2,200
After 10 years' service.....	2,400
" 20 " .....	2,600
2nd Class, on appointment.....	2,000
After 10 years' service.....	2,200
" 20 " .....	2,400

*Assistant Inspectors :*

On appointment.....	\$1,000
After 10 years' service.....	1,200
" 20 " .....	1,500

Clerks in Post Office Inspectors' Offices the same as for Clerks in City Post Offices.

*Railway Mail Clerks: Scale of Salary.*

	On Appointment.		After 2 years service in any class of Railway Mail Clerks.		After 5 years service in any class of Railway Mail Clerks.		After 10 years service in any class of Railway Mail Clerks.	
	Day Service.	Night Service.	Day Service.	Night Service.	Day Service.	Night Service.	Day Service.	Night Service.
	\$	\$	\$	\$	\$	\$	\$	\$
1st Class.....	720	880	800	1,000	880	1,100	960	1,200
2nd Class.....	600	720	640	800	720	880	800	1,000
3rd Class.....	480	600	520	640	560	700	640	800

In addition to regular salary an allowance of half a cent per mile for every mile travelled on duty in the Post Office cars.

*Marine Mail Officers: Scale of Salary.*

	On Appointment.		After 2 years.		After 5 years.		After 10 years.		After 15 years.	
	Salary.	Trip Allowance.	Salary.	Trip Allowance.	Salary.	Trip Allowance.	Salary.	Trip Allowance.	Salary.	Trip Allowance.
1st Class.....	\$ 480	\$ 80	\$ 540	\$ 80	\$ 600	\$ 80	\$ 800	\$ 100	\$ 1,000	\$ 100
2nd Class.....	360	*50	420	50	.....	.....	.....	.....	.....	.....

NOTE.—Trip means the round voyage from Quebec or Halifax to Liverpool and back.

\* Only one-half, or \$25, is allowed whilst learning duty.

*Department of Marine and Fisheries.*

127. The outside service of the Marine and Fisheries Department is both varied and extended in its character, comprising as it does the construction and maintenance of the lighthouses and fog whistles in the Dominion, the carrying out of fisheries regulations and the management of the several fish breeding establishments; the Dominion Steamers, Steamboat Inspection, the Harbor Police of Quebec and Montreal, Harbormasters and Pilotage regulations, the Registration of Shipping, the Meteorological Service and Observatories, the examination of Masters and Mates, the Marine Hospitals in the Dominion with shipwrecked and distressed Seamen and other services to which we do not deem it essential to refer.

128. Many of these services, involving as they do technical duties, render necessary the employment of persons of special qualifications and large experience, and after a careful review of the duties of such officers, we doubt if any benefit could accrue from an attempt to classify such duties or assimilate the salaries.

We do, however, strongly recommend that persons whose technical duties are of such a character as may bring them in competition with others of a similar profession or calling, should be sufficiently well paid to render it unnecessary that they should seek to augment their salaries by private practice, and that they should be prohibited from so doing.

129. We would, however, recommend a classification of all Light and Fog Whistle Keepers under grades, and that the salary for each grade be fixed by the Board of Civil Service Commission after a full consideration of the duties to be performed and after consultation with the Head or Deputy Head of the Department, the effect of which would in time be to remove many of the differences which at present exist in the salaries paid for duties if not exactly, nearly similar in character, and doing away with the frequent and, at times, undue pressure for increased remuneration.

*Registration of Shipping.*

130. The Act now in force in the Dominion for the registration of ships was introduced by the Dominion Parliament in 1873, which is supplemented

by the Imperial Merchant Shipping Act of 1854 and other Acts amending it. Previous to 1873 ships were registered in some ports in the Dominion under such Imperial Acts, and in others under Provincial acts, the work being performed by the several Collectors of such Ports, under the direction of the Customs Department.

The administration of this Service having been transferred by the Governor in Council to the Marine and Fisheries Department, certain other ports throughout the Dominion were designated Ports of Registration, in most of which the Collectors were made Registrars of Shipping and other officers, "Measuring Surveyors." Other ports have from time to time been made Ports of Registration.

131. It appears to us that the creation of Registrars of Shipping at small ports, where few vessels are annually registered—in some cases one, in others, one in two or three years only—is most objectionable, owing to a Registrar, from inexperience and want of practice, being altogether ignorant of his duties. Such a system must lead to great inconvenience to ship owners and to unnecessary trouble to the Department. We, therefore, recommend that such small Ports of Registration should be, as far as practicable, abolished, and the duties centralized at the larger ports.

132. It appears that at large ports, where many ships are registered, extra work and responsibility has been placed on Registrars without compensation; and, where such work requires the exercise of knowledge purely technical in its character, such as marine and other law, and where in case of a misconception of the same, they may be rendered personally liable to heavy damages, we think, under these circumstances, it only right, that as Measuring Surveyors are paid by fees, the duties and responsibilities of the Collectors who act as Registrars should be considered when determining the salaries of the port.

#### *Inspection of Steamboats.*

133. Although this branch of the Service is under the control of the Department of Marine and Fisheries, the collection of tonnage dues and fees for inspection are made by the several Collectors of Customs throughout the Dominion. The Collectors of Customs are also required by the Steamboat Inspection Acts to see that the provisions thereof are properly carried out, and, if called upon by the Inspector of Steamboats, to detain any ship not complying with the law.

The provisions of the law in this respect seem to produce a conflict of power whereby serious dangers to the travelling public might arise, and where it becomes a question of hundreds of lives being at stake—in case of a defective boiler or engine, or in the proper equipment of a steamboat—it appears to us that an act creating the power to inspect ought also to define the duties of each officer carrying out its provisions in so clear a manner that the danger might be prevented altogether, or reduced to a minimum.

#### *Transferring Revenue Officers.*

134 We have considered the expediency of establishing the practice of transferring officers of the Outside Service from one locality to another, and we have arrived at the conclusion that it would be highly beneficial to the Service if such a practice were insisted upon. We propose, therefore, that certain officers employed in the Inland Revenue, Customs and Post Office Service should be exchanged at irregular intervals. The period for making

such changes and the classes of officers to be exchanged, should be determined by the Board of Commissioners in consultation with the Deputy Heads of the Departments.

We are also of the opinion that the promotions of Collectors both of Customs and Excise from the lower to the higher grades of Ports or Divisions, or to Inspectorships, as vacancies occur, would be exceedingly beneficial to the Service, and would have the effect of inducing greater uniformity of practice in all parts of this Dominion.

#### GENERAL OBSERVATIONS.

135. Having stated the manner in which we have conducted the investigation entrusted to us and the remedies we propose for the objectionable features we have discovered in the Inside and Outside branches of the Civil Service, we have now to add that our aim has been to make our enquiry thorough and exhaustive and we believe that the evidence and information we have collected coupled with what we have observed, in the course of our enquiries and taken in connection with experience of members of the Commission who have been for many years connected with the Service, fully justify the conclusions at which we have arrived.

136. It has been made abundantly manifest to us that as stated in the Order of Reference, there are in the Service men who from the causes therein named are not and never will become efficient public servants, and that the number employed is largely in excess of the requirements of the Service. This we believe is mainly due to the prevailing manner of making appointments and promotions. We have found, too, that there are men working side by side, performing duties of an identical character, between whose salaries there are material and unreasonable differences.

137. It is quite obvious to us that the delicate duty of weeding out unfit men and redundant clerks and the adjustment of inequalities of pay can be best and most effectually accomplished by the thorough and comprehensive change in the principle of making first appointments and promotions which we have recommended, and that in this way alone can any enduring reform be effected.

138. In the course of our enquiry we have not allowed the name of a single individual to be taken down as being obnoxious to censure. We have thus endeavored to make our enquiry as little invidious as possible. This silence as to names is not to be construed as indicating that we have met with none but efficient servants. But we have felt that it would be both arbitrary and unjust to dismiss from the Service in a summary manner men who, however unfit, have been in it many years, and who have been brought into a Service for which they have little aptitude, by a faulty system for which they are not responsible, and under which there is an implied contract between the Government and its employees, that they should not be dismissed except for gross misconduct. To dismiss those men now for causes other than those implied by the practice which prevailed at the time they were appointed would be unjust, and would have the effect of reducing them to penury. We believe, therefore, that the needed reforms in this direction can only be accomplished gradually and by the operation of the regulations we have suggested.

139. We have not in this Report attempted to apply in detail any new theoretical organization for each Department. We propose as already stated

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elsewhere, as speedily as circumstances will permit, to consider the very important question of Superannuation and to report thereon, and at the same time make recommendation as to a new theoretical organization for each Department, and also for the Outside Services.

140. In conclusion we venture to say that the recommendations we have made if carried into practical operation will most effectually reform the Civil Service, relieve the Government from the annoyance incidental to the exercise of patronage and greatly promote the efficient and economical administration of public affairs.

141. The system we have advised cannot we are convinced be continuously and properly carried into effect under a law which requires to be supplemented in any essential particular by means of Orders-in-Council. We are therefore of opinion that the only practical way to ensure a thorough and permanent reform in the Service is to give the system recommended by us the force and authority of an Act of Parliament; if that is done we have the highest hopes of a beneficial result from our labors.

D. McINNES, *Chairman.*

E. J. BARBEAU.

A. BRUNEL.

WILLIAM WHITE.

JOHN TILTON.

W. R. MINGAYE.

MARTIN J. GRIFFIN, *Secretary.*

OTTAWA, 5th March, 1881.

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NOTE.—Mr. Tilton signs, subject to such opinions as are expressed in his minority Report, on the points to which it refers.

Mr. Taché declined to sign this Report, and intimated his intention of submitting a Minority Report as soon as his Departmental duties will permit him to do so.



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## MEMORANDUM

*Of a Committee of the Commission appointed to enquire into the Internal Economy of the Departments.*

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In pursuance of minutes of meeting of the Commission held on the 19th August, the Chairman and Mr. Barbeau have visited the various Departments of the Service, and inquired into the organization of each, the system of keeping the books, accounts and statistics, of collecting the revenue, of the checks on and control over the expenditure of the appropriations voted by Parliament for the public works, and for the various services appertaining to each Department; and they offer the following observations thereon:—

### *Department of Inland Revenue.*

The duties administered by this Department are multifarious. They comprise the supervision of the manufacture of goods in bond, the collection of excise duties on spirits, tobacco, malt and malt liquor, canal tolls, hydraulic and other rents, slides and booms, minor public works, including rents, instalments and other payments on sales of any property vested in the Public Works Department, bill and Supreme law Court stamps, weights and measures, gas inspection, culling timber, adulteration of food and inspection of petroleum.

The books, accounts and statistics of the Department are kept on an excellent method, while there appears to be no unnecessary duplication of the work; the details are recorded in such a simple and orderly manner that every transaction can be conveniently referred to and verified.

Taking into consideration the large amount of revenue collected and its continuous expansion, it is of the first importance that its work should be well done, and that there should be an effectual and thorough system of checks.

The precautions adopted for the prevention of fraud in the collection of revenue as well as against defalcations in the Service, are well devised and calculated to accomplish the end in view.

The officers of the Outside Department are appointed in the same manner as those in the other Departments of the Service, but their duties being mainly of a technical character, they have, after a short period of probation, to pass an examination before a Board of Examiners, composed of the Commissioner, Assistant Commissioner, Chief Inspector, and District Inspector, in order to test their fitness for the duties they may be called to perform. These examinations have been found most beneficial in raising the standard of qualification and efficiency of the officers of the Service.

If the positions in the Service were awarded to the officers in the order of merit as tested by these examinations, and the pay fairly apportioned to their work and the responsibilities of the places occupied by them, the efficiency of the Service, as well as the security of the revenue, would be still further promoted, but this is not practicable under the prevailing system of political patronage.

*Post Office Department.*

The organization of this Department is as follows:—

The Secretary's Branch, including Correspondence, Ocean Mail Service, Dead Letters, Postage Stamps.

The Accountants' Branch.

Money Order Branch.

Savings Bank Branch and Cashier.

The business of the Secretary's Branch is conducted on a good system, and everything relating to the Correspondence and Ocean Mail Service is well managed, but an improvement is called for in the manner of keeping the stamps.

*The Dead Letter Office* is placed in the basement of the building. The clerks employed therein are constantly suffering from ill-health, which must interfere with the efficient discharge of their duties, and this, apart from the sanitary consideration, calls for a change of location.

*Accountant's Branch.*—The manner in which the books are kept, cannot be approved. The general results are, it is true, correctly brought out, but a system more in harmony with that adopted in some other Departments of the Service is called for. The various returns, statements and vouchers are kept in excellent order.

Attention must be directed to the manner in which the accounts of certain Postmasters have been allowed to fall in arrear. Prompt measures for the collection of these arrears should be taken. Whenever a Postmaster fails to make his returns in due course, immediate action should be taken to call him to account. If neglected at the proper time the arrears accumulate, making their collection more difficult, and in some cases impossible.

*Money Order Branch.*—The work of this branch is to control all money orders issued by Postmasters to the public, and all deposits made on Savings Bank account, to supply Postmasters with funds to pay money orders and Savings Bank cheques, to conduct the money order business with Great Britain and the United States.

The books and accounts are exceedingly well kept, and without any unnecessary duplication of the work. The transactions for the fiscal year ending 31st June, 1880, amounted to nearly (\$19,000,000) nineteen million dollars, and the losses sustained in conducting the business was (\$286) two hundred and eighty-six dollars, a conclusive test of the thoroughness and efficiency of the system.

*Savings Bank Branch.*—The duties of this branch are to receive from Postmasters daily reports of the moneys placed in their hands for deposit in the Post Office Savings Bank—to transmit to each depositor an acknowledgment, and to place the amount to depositor's credit in his individual account, to comply with depositor's notice of withdrawal, and pay same on demand, to see that Postmasters account through money order branch, for all monies deposited with them, to give Postmasters credit for all savings bank cheques paid by them, to conduct correspondence relating to deceased depositors' affairs.

The number of Post Office saving banks at the close of the fiscal year ending 31st June, 1880, was 290, the total amount of deposits, \$3,945,669, and the losses *nil*. The manner in which the books and accounts of this branch are kept, is all that could be desired.

The structural arrangement of the offices in this Department is convenient. Unlike nearly all the other Departments of the Service, the offices are large enough to allow the clerks to come under the eye of their immediate superior. The result of this arrangement is to promote the efficiency as well as the economy of this service.

*Department of the Interior.*

The several branches through which the operations of the Department of the Interior are conducted, are as follows:—

1. Dominion Lands.
2. Geological Survey.
3. North-West Mounted Police.
4. Government of the North-West Territories.
5. Government of the District of Keewatin.
6. School Lands.

The Department of Indian affairs is also administered by the Minister of the Interior.

The Dominion Lands Branch controls, in addition to the Public Lands in Manitoba and the North-West, the Ordnance and Admiralty properties in the older Provinces. The work of the branch is of the most important character, and is sub-divided under the several heads of—

- (a.) Surveying.
- (b.) Disposal of Surveyed Lands by Sale and Homestead Settlement and Pre-emptions.
- (c.) Settlement of special claims under the Manitoba Act.
- (d.) Issue of Patents.
- (e.) Drafting.
- (f.) Timber, mining and fuel regulations, sales and leases.

The system devised for the survey of Dominion Lands in the North-West calls for special approval. These surveys are conducted on scientific principles, ensuring the utmost accuracy combined with simplicity,

The township surveys were, during the past year, made by contract. Tenders were advertised for, and the work was awarded to the lowest competent bidders, with the view of effecting a saving to the country, as compared with the old method of paying surveyors by annual salaries, or by so much per diem. This mode of effecting the public surveys is experimental and, it is understood, may, should the same prove unsatisfactory, be replaced by a system of salaried surveyors.

*Mounted Police Branch.*—The method of obtaining supplies, and the checks thereon when furnished to the Force, are well devised.

There appeared to be some unnecessary duplication of the accounts in this and some of the other branches to which the attention of those in charge was directed, and suggestions made for the purpose of obviating the additional labor entailed.

There are no books of account in this Department for the Governments of the North-West Territories, of Keewatin or of the Geological Survey Branch. Requisitions for money are sent by the Lieutenant-Governor of the former and the Superintendent of the latter, to the Minister, when he passes them to the Auditor-General, who issues a letter of credit in the usual manner. The outlay is accounted for in each case by accounts sent in duplicate and transmitted by the Department to the Auditor-General.

These duplicate accounts and the correspondence are recorded in the Department of the Interior.

The structural arrangements of the offices in this Department are most inconvenient. The rooms are altogether too small and much valuable space is wasted by so much sub-division.

Attention should be directed to the danger to which the valuable archives of this Department are exposed in case of fire, as, in such an event, their total destruction would be almost certain, and the loss would be an irreparable one.

#### *Department of Indian Affairs.*

The same remarks, as to the office arrangement and damage from fire, apply to this Department also.

*The Management of Indian Affairs.*—There are at present 27 agents situated in various parts of the Dominion, who are the medium of communication between the Indians and this Department.

The supplies for their use are contracted for by public tenders (with some trifling exceptions) and are furnished to them through the agents, and monthly accounts thereof furnished to the Department.

*Sale of Indian Lands.*—The prices at which their lands are sold are fixed from time to time by Order in Council, and the value is ascertained through the Government surveyors, and they are only sold to actual settlers, mining lands excepted.

The manner in which the books are kept where the sales of the lands are recorded, calls for amendment. Attention was directed thereto and prompt action recommended, which will doubtless be acted upon.

#### *Department of Marine and Fisheries.*

The duties appertaining to the Department of *Marine and Fisheries* are the supervision and management of

Lighthouses.

Government Steamers.

Shipping.

Meteorology.

Fisheries.

The books and accounts of this Department were examined, and they have to report that its various duties appear to be well and efficiently administered.

#### *Departments of Public Works and Railways and Canals.*

The operations of the Department of Public Works are conducted through the following Branches:—

The Secretary's Branch and sub-division thereof.

Correspondence and Records.

The Chief Architect's Branch.

The Chief Engineer's Branch.

The Accountant's Branch.

The Mechanical Branch.

The Cashier's office.

And that of the Department of *Railways and Canals* through

The Chief Engineer, Railways.

The Secretary's Branch.

The Chief Engineer, Canals.

The Accountant's Branch.

Correspondence and Records.

The administration of these two Departments was, until 1879, conducted by the Department of Public Works, when the expansion of this part of the public business rendered its division into two Departments

necessary. The system for controlling the expenditure of the appropriations voted by Parliament for the various Public Works is both efficient and thorough; but on a re-organization of the Departments the system of book-keeping and accounts can be improved, and some existing duplication of the work avoided.

*Department of Militia and Defence.*

The memorandum furnished to the Commissioners by the Adjutant-General, which will be found in the appendix, contains full and interesting information as to the existing organization. The Department may be said to be divided into two—*Civil* and *Military*. The books and accounts are well and correctly kept, and there appears to be a good system of check on the stores of the various Military Districts, and for their delivery when required. The stores in Ottawa are partially insured, but those of the outside Districts are wholly uncovered. The existing machinery for the administration of this service appears complicated and unnecessary; it creates duplication of the work, thus increasing the expense. The consideration has been forced upon them and they venture to suggest that the Militia Service might, with greater economy and efficiency, be conducted, 'under the control of a Minister, by the Military Staff of the Department.

*The Department of the Secretary of State.*

The organization of this Department consists of the :

Correspondence Branch.

The Registration of Deeds and other documents.

The Stationery Branch.

The Queen's Printer.

These were all inspected, and the system pursued in each may be reported upon as satisfactory. The business of the Stationery Office and Queen's Printer is especially well and efficiently conducted.

*The Department of Customs.*

The duties administered by this Department comprise the supervision of the different Customs Houses and Outports throughout the Dominion, the Collection of all Customs and Export Duties, Copyright Duties, Fees for Bonding Warehouses, Steamboat Inspection, Tonnage Dues, and for Reporting and Licensing Vessels, Sick Mariners Fund, and of all monies derived from seizures and fines.

The Accountants Branch was examined and the books and accounts may be stated to be well and correctly kept; the Statistical Branch was likewise examined. The statistics of the imports of free and dutiable goods and also of the exports are first tabulated at the outside Ports, by monthly and quarterly returns, and forwarded to the Department at Ottawa within a specified time. They ascertained that a copy of each entry for duty made at the various Ports is forwarded weekly to the Department to check their correctness and to see that the proper rate of duty has been charged. The Department is thus in possession of the necessary data for the tabulation of the statistics. They, therefore, offer the suggestion that these statistics might with advantage, both as regards economy and accuracy, be tabulated at the head office in Ottawa. The Commissioner has condensed and simplified the trade returns published in his annual report, by which duplication of work is

avoided, and with advantage as regards their clearness and convenience for reference.

To ensure uniformity at all ports of entry in the rates of duty to be charged on goods of the same class, a monthly circular should be sent to every Collector, containing precise instructions as to the rulings and decisions of the Department in respect of the rate of duty to be charged, the discounts on invoices and as to undervaluations.

The regulations require daily remittances from every Collector when the amount is over \$100; these regulations are disregarded in numerous cases. Every Collector is, also, required to send a statement of his whole receipts from every source each fiscal week to the Department, but their statement does not show what disposition is made of the whole sum until the end of the month, when a balance sheet showing the exact amount received and paid out is rendered. The weekly statement should be required to exhibit the amount received and paid out in the same manner as the monthly statement.

The cashier at every port should be required to give security, which should be the bond of some guarantee company approved by the Department, the amount thereof to be governed by the relative importance of the port and the position.

There appears to be a general laxity in the enforcement of the rules and regulations of the Department. When it is considered that about two-thirds of the whole revenue of the Dominion is collected by it, they feel that they cannot too earnestly urge the enforcement of strict and prompt accountability on the part of every Collector and officer in its service, and that a thorough system of checks against smuggling and frauds on the revenue, or defalcations in the service, should be established and strictly administered.

#### *Department of Agriculture.*

The business of this Department is administered through the following branches:

1. General Correspondence, which includes Arts and Agriculture, Emigration and Quarantine.
2. Census and Statistics.
3. Patents.
4. Trade Marks and Copyrights.
5. Historical Records

The business of its various branches is conducted on a well-devised system.

The work of compiling the census and general statistics is arduous, requiring great labor and research in their preparation; and the scientific manner in which they are compiled reflects much credit on the Department.

The special statistics prepared under the supervision of the Deputy Head, a portion of which is published in the census of 1871, are unique in their character, and their value from an historical point of view can hardly be overrated.

The gross revenue derived from the Patent Office for the fiscal year ending 1879, amounted to the sum of \$33,303, a sum nearly equal to the total cost of the administration of the Department.

*Auditor General.*

The Auditor General is responsible to Parliament. His functions are to audit all the accounts of every Department of the Service, and to control the issue of credits to the various Departments against the appropriations voted by Parliament for their requirements.

The credit system has been devised as a check against the misuse of the money voted by Parliament, and may briefly be described as follows: Letters of Credit are issued by the Auditor General on requisition from any of the Departments on account of the appropriation voted by Parliament, upon which the Finance Department opens a credit with some bank in favor of the Department making the requisition. Cheques are drawn by it on the Bank with which the credit is opened, from time to time according to its requirements, up to the amount of the credit, and an account of all the cheques drawn is rendered at the end of every month to the Auditor General. A cheque is then drawn for the amount thereof on any bank in which the Government has funds; this cheque requires to be signed by the Auditor General and Deputy Minister of the Finance Department, or other persons duly authorized to sign. Although the cheques so drawn may not all be presented, when the statement is rendered to the Auditor General the bank on which they may be drawn is recouped in full. The accounts are adjusted from time to time between the Finance Department and the banks.

The system of auditing the accounts of the various Departments is not altogether uniform.

The Departments of Railways and Canals, and Public Works, send their accounts to be audited before payment in all cases when the amounts to be paid are large—such as contractors' estimates; these accounts are audited promptly to prevent disappointment or inconvenience to the parties entitled to receive the money. The accounts for smaller amounts are like the other Departments, audited after payment.

*The mutilated* Dominion notes are transmitted to the Auditor General's Department by the Assistant Receivers General to be recorded and afterwards destroyed.

The Consolidated Revenue receipts from all sources are recorded in the Auditor General's office daily, and statements rendered to Finance Department.

*Department of Finance and Treasury Board.*

The administration of this Department is conducted through the following branches and officers, viz.:—Appropriations; Bank accounts; Seigniorial tenure; Dominion stock; Assistant Receivers General; Savings Bank; Money Order and Credit; Dominion Notes; Payments; Clerk of Contingencies; Superintendence of Insurance; Deposits of Securities and Accounts.

*Appropriation Office.*

When any of the Departments want a credit against an appropriation, a requisition is made to the Auditor General, which is sent to the Finance Department, who issues a certificate that a credit may be opened. The credit is opened with one of the banks in favor of the Department applying for it. At the end of every month the bank sends a statement of the payments made against the credit, accompanied by the cheques as vouchers,

upon which the bank is refunded by a cheque which is signed by the Auditor General, Deputy Minister of Finance, or other person duly authorized to sign, on any bank where the Government has a balance. The funds from which the banks are repaid are the collections made on Consolidated Revenue Account, which are mainly from Customs and Inland Revenue.

The manner in which the collections are made is as follows: The various Collectors of Customs and Inland Revenue pay their receipts into a bank daily when they are situated where there is a bank, and, when distant from a bank, less frequently. The bank gives a receipt in triplicate for the money so deposited; one receipt being retained by the depositing official, one sent to the Finance Department accompanied by a draft, and one forwarded to the Department to which the officer belongs. The Appropriation Office keeps a record of all appropriations voted by Parliament for the Public Service, of all balances to expend on various appropriations, of Minister's daily balances in banks, of Orders-in-Council relative to Civil Government, and generally of all Orders-in-Council relative to the expenditure of public monies.

At the commencement of the fiscal year, the Governor General's warrant is issued authorising the expenditure of all appropriations voted by Parliament. Warrants may also be issued, from time to time, for any unforeseen expenditures, which are afterwards submitted to Parliament for approval. But most of the expenditures made against appropriations come before Council and Orders-in-Council are passed concerning them. All fixed charges and certain of the appropriations do not come before Council again.

It also keeps a record of the payment of interest coupons by London agents; reports to the Treasury Board on the amounts which applicants for superannuation may be entitled under the Act; reports also as to all gratuities granted; and keeps the establishment book and pay list for Civil Service.

The accounts of the Department of Justice are, after being certificated to by it as correct, paid through the Department of Finance. The Department of Justice keeping no Books.

#### *Bank Accounts.*

The account with the Bank of Montreal and the other Banks are adjusted monthly when the Banks render their Monthly Statement. The cheques actually paid only are entered in the Statement, but there being always a number of cheques drawn in the month but not presented, a memo. of these outstanding cheques is made. The balances are thus reconciled. This manner of adjusting Bank Accounts was not adopted until 1878.

#### *Seignorial Tenure.*

The amount still due to seignories is \$385,837.00, and bears interest at 6 p. c.

#### *Superintendent of Insurance Companies and Deposit of Securities.*

The Superintendent of Insurance keeps an account of the deposits of securities made by every insurance company. The securities themselves are lodged in safety deposit vaults. A valuation is made by the Superintendent every five years of the life policies issued in the Dominion by every



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insurance company, or at any time when he may be called upon to do so by them ; all securities to be hereafter deposited must be in Government securities.

*Assistant Receivers General.*

There are at the present time five Assistant Receivers General, one each at Montreal, Toronto, Halifax, St. John and Winnipeg.

*Dominion Savings Banks.*

These are altogether independent of the Post Office Savings Banks, and are all in the outlying Provinces, with the exception of one at Toronto, viz. : at Nova Scotia, New Brunswick, Prince Edward Island, British Columbia.

The system of conducting the business of the Dominion Savings Banks compares unfavorably with that of the Post Office Department, and they are of the opinion that it is most desirable to incorporate the Dominion and Post Office Savings Banks together.

*Dominion Notes, Bill and Postage Stamps.*

The present system of obtaining supplies and of their distribution may be improved, and they have made suggestions accordingly.

The books and accounts are well kept ; the transactions and business of this Department and the Department of the Auditor General are so intimately interwoven the one with the other that there must always be some necessary duplication of accounts ; but they are firmly convinced that if reorganised on a more uniform system much of the existing duplication of the work can be avoided.

*Clerk of Contingencies.*

For the contingencies of the Public Service a sum is voted to each Department, and a sum of \$10,000 to the Departments generally. An account is made out monthly and sent to the Auditor General. The payments made through the office do not include all the contingencies ; the stationery supplies and printing are excepted. The books of this office and the accounts are well and correctly kept.

*Treasury Board.*

The cases submitted to the Treasury Board generally relate to superannuation, employment of extra clerks, refunds and remission of duties, fines, &c. The Treasury Board then reports to Council on almost all cases brought before it, the exceptions are the exchange of securities, and all cases of minor importance.

*Intercolonial Railway, Moncton, N. B.*

Messrs. Mingaye, Barbeau, and the Chairman examined the system of accounting for the receipts at stations from freight and passengers which appeared to be complete. The Cashier's office and Chief Accountant's office were inspected. The books are well kept. Some duplication of work was pointed out, and suggestions for avoiding all unnecessary entries in the books were made, and received in a proper spirit by the accountant.

The system of obtaining supplies for the use of the Railway and the Mechanical Department, and of furnishing the same on requisition from the various Departments, as well as the checks in their use and consumption, are thorough.

It was suggested to the storekeeper to obtain his supplies of stationery from the Stationery Branch at Ottawa, inasmuch as it is all imported free of duty, whereas the purchases by the storekeeper must be of goods which have paid duty. There will be some saving in getting all that can be supplied from the Stationery Office at Ottawa.

The following shews the number of passengers carried, the revenue therefrom, and the mileage; also the number of tons, revenue therefrom, and the mileage—year ending 30th June, 1880:—

Passengers.	Revenue.	Mileage.
581,483.	\$490,338.60.	29,782,706.
Tons of freight.		
561,924.	\$915,486 50.	113,626,448.
Rate per mile for passengers.....		00 1 $\frac{64}{100}$
Rate per ton per mile for freight.....		00 0 $\frac{80}{100}$
Annual charge for water is.....		\$3,000.00
Price for gas.....		\$3.25 per M.

Contract made for 10 years at above rates.

### *Conclusion.*

Having thus indicated the merits and defects of the various Departments, it may be said of the system generally, that though there is much to uphold, there is on the other hand much that requires to be improved.

Thus the system of keeping the books, both in the Inside and Outside Services, is of a most fragmentary character. It is desirable in the public interest to adopt uniformity in the manner of keeping the books and accounts in the various Departments; this, they believe, can only be done by delegating the supervision of the books and accounts in all the Departments, both inside and outside, to some central authority, which will have the power to order that the requisite changes should be made, and uniformity, as far as practicable, insisted upon.

Then, they are impressed with the belief that, in point of numbers, the Service is decidedly in excess of its requirements, which may be attributed to the following causes:

1. To the prevailing mode of making first appointments and promotions.
2. To a needless subdivision of the work of the Departments into branches.
3. To the structural arrangement of the offices.

The remedy for the first will be fully dealt with in the Report of the Commissioners. As regards the second they would observe that while subdivision of work, when there is a large quantity of labor to be performed, is conducive to efficiency and economy, it is the reverse when the work does not demand it.

To the defective internal arrangement of the offices, this needless subdivision must be largely attributed. The only remedy they can suggest for the evils resulting from structural defects is a thorough change in the manner in which the rooms are now divided, by the removal of unnecessary party walls, and the substitution of larger rooms for small ones wherever it can be done, especially in those of the Eastern Buildings, which are occupied by the Departments of Finance and Audit, Inland Revenue, and

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of the Interior, and of those occupied by the Customs and Militia and some of those in the Post Office Department in the Western Buildings.

Much valuable space is lost by the divisions of these Buildings into so large a number of small offices. This again interferes with the proper distribution of the work among the clerks, involving loss of time, and a minimum of work. The Service is consequently made less efficient, and the expense increased. Experience has proved the advantage of large offices where considerable numbers can work, who thus come under the immediate supervision of those having the control.

They think, therefore, they cannot too earnestly urge on the Government the immediate enlargement of these offices.

Copying presses are used to some extent in the Departments, but they are of opinion that their general use should be obligatory and that, subject to special exceptions, no letter should be copied by hand.

D. McINNES.

E. J. BARBEAU.

## CIVIL SERVICE COMMISSION.

ROOM 8, HOUSE OF COMMONS,  
FRIDAY, 6th August, 1880.

### MINUTES OF EVIDENCE.

Mr. W. H. GRIFFIN, Deputy Postmaster General, examined:

*By the Chairman:*

1. What is your position?—Am Deputy of the Postmaster General.
2. How long have you been in the Service?—I am in my 50th year of Public Service.
3. Have you had special means as Commissioner and Chairman of *Civil Service Board* of knowing the requirements of the Service?—Have my own opinions as to the needs of the Service and know the opinions of others better able than I to judge.
4. Is there any examination for admission or promotion in your Department?—There is no examination in my Department for entrance, and has not been for some years.
5. Has it been the practice to demand evidence of age, health and moral character?—Not departmentally, but I have no doubt Ministers take measures to satisfy themselves on those points.
6. I see that the Act of 1868 provides that all candidates for appointments shall pass an examination. Is that Act habitually carried out?—The Act as to examinations and testimonials fell into desuetude about 1872 or 1873. I do not know why these forms were not observed. Am Chairman of the Civil Service Board. Was not so when the practice ceased.

*By Mr. Brunel:*

7. What is your opinion as to the effect on the Service generally of the prevailing method of making first appointments to it?—The effect of the present system of making appointments is very injurious to the Service in general. In many cases, of course, what I consider good selections are made.
8. Are first appointments now made in a manner likely to admit into the Service persons who may reasonably be expected to become qualified to fill the higher positions in it?—Not in the proportion that would be desirable.
9. Are you acquainted with the system of competitive examination for first admission into the Civil Service of the United Kingdom, and for promotion therein?—Yes; I am, and have taken interest in the subject.
10. Will you be good enough to state your opinion as to the expediency of establishing competitive examinations for first admission into the Civil Service of Canada, that shall be imperative alike on the Executive and the candidates for employment?—I think such a system would be very advantageous if proper means of carrying it out could be adopted.
11. If such examinations were established, what qualifications do you think in respect to candidates for admission to such examinations should possess, that is as to age, moral character, health and rudimentary education?—Candidates for such examinations should be able to establish their fitness as to morals, health, age, intelligence and education, the minimum age 18, maximum age 25. I think the rules of the old Civil Service Board were sufficient for this purpose.
12. What proof of the possession of these qualifications would you require the candidates to produce?—I think a clergyman's certificate, the certificate of two respectable persons and a medical certificate, such as were formerly required as a

preliminary to the personal examination when the candidate came before the examiners.

13. In competitive examinations for first admission to the Civil Service generally, what subjects for examination would you suggest for testing the candidates for the Service?—I think that the first examination should be competitive in the subjects above mentioned. I do not, however, think that the best man in the competitive examination is necessarily the best official.

14. Of two individuals, one has a fair common school education and a faculty for rapidly acquiring and assimilating knowledge, the other has a high class education, the result of special educational advantages—as regards age, health and moral character they are equal—which do you think would be most likely to become a valuable civil servant?—I think the man first mentioned would make the best official.

15. Do you think it possible to arrive at any useful conclusion as to the capacity of a candidate for assimilating knowledge by an examination that would show the educational opportunities he has enjoyed and the extent to which he has benefitted by them?—Yes; if it were possible to get at that knowledge, but competitive examinations could not be made to bring out these facts.

16. Taking into consideration all the circumstances affecting the public interest and the efficiency of the Service, which do you think will be likely to be in the long run the most profitable public servant: an intelligent young man with a good rudimentary education, and from 18 to 25 years of age, or an elderly man, say 40 years of age, possessed of a classical education, but not having any special training for the work he is appointed to perform?—I think the younger man would be the most useful.

*By Mr. Mingaye:*

17. Of two men, aged 25, one having received a good common school education, and the other a good classical education, which, in your opinion would make the best officer for a department?—I think, other things being equal, the man with the superior education is preferable.

*By Dr. Taché:*

18. Do you think that, between four young men submitted to competitive examination, the most able to win the nomination is necessarily the best man to select?—I do not think so, but I think that is the only rational way of making a selection.

19. What do you think of a probationary stage, as a means of not having recourse to examinations; that is, practically testing the fitness of the candidate, with the help of time, against examinations?—I think probation is a good adjunct to an examination. I think a probationary period is always necessary.

20. Would you apply the same rules for the admission to an ordinary clerkship, and for the admission to the higher grades of the Service from which general direction and control are to come?—No; an educational test should not be deemed necessary in that case.

*By the Chairman:*

21. Is it your opinion that the competitive examination is the best system known, for securing the best men for the Public Service?—Yes; that is my opinion.

*By Mr. Mingaye:*

22. Is it your opinion that officers on entering the Service should, in all cases, be first placed in the lowest class?—As a general rule, I think so.

*By Mr. Tilton:*

23. Do you not think all candidates for admission to the Civil Service should pass an examination before being eligible to receive an appointment?—Yes; I think so—that is in the case of junior appointments.

*By the Chairman:*

24. Have any appointments been made of persons over 25 years of age in your department?—Yes; but very rarely.

25. Has there been in your Department any appointment made at an unsuitable age, the officer being either too young or too old?—Not to my recollection.

26. The same question as to the Outside Service?—I do not recall any.

27. Have any persons been examined for special qualifications in your Department?—None.

28. How are the appointments made in your Department in the Inside Service?—All made by the Minister; that is, by the Governor in Council through the Minister. The same in both Services.

29. Are you consulted as to the appointments?—I frequently am; but there is no settled rule upon this point. Am not ordinarily consulted upon junior appointments.

30. Is there any probation exacted from the clerks in your Department?—Not as a settled rule.

31. Have you ever known any case in which such probationary clerks were refused permanent engagement for unfitness from any cause?—Yes; I think there have been cases, but very few.

32. What is your opinion as to the value of exacting probation from clerks?—It is a very desirable thing that there should be a term of probation.

*By Mr. Brunel:*

33. What is your opinion of the value of pass examinations, as compared with competitive examinations for first admission to the Service?—They are different systems. The pass system slightly modifies the present system of appointment; but the competitive system changes it altogether. The latter is the most useful.

*By the Chairman:*

34. Have you a larger number of officers in the Inside Service than are required to carry on the work of the Department?—Not as the Service is at present constituted.

35. Have you a larger number in the Outside Service?—The same answer applies.

36. Are there in your Department any cases in which changes in departmental work have left some officers with too little and others with too much work?—I know of nothing of that kind in my Department; I have no idle or over-worked officers.

37. Have you any officers in the Inside Service who are unfit for service from ill health or any other cause. Have you any such in the Outside Service?—There are several in a doubtful state of health; but none are retained against the interests of the Service. The same answer applies to the Outside Service.

38. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—There may be a case or two.

39. Do you find that the officers of your Department are up to the proper standard of intelligence and efficiency for carrying out such work as they are respectively required to do?—They are a good body of men, as a body; but they do not contain many persons of superior ability.

40. Are you satisfied with your Department as regards character, industry, fitness for work, and capability for promotion?—It is as good as could be produced under the present system.

*By Mr. Brunel:*

41. Would it be possible, by any re-arrangement of your Department, or of the business therein, to carry on the public business in a satisfactory manner with a reduced staff?—Not to any appreciable extent; and the business is daily increasing in volume.

42. Are the salaries paid to the employés in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—The salaries are not regulated by Statute according to the duties; but practically the more onerous duties fall to the more highly paid officers. There is, however, a special apportionment of duties and salaries in the case of clerks of the first class; and I think it might with advantage be extended a class lower.

43. What in your opinion is the effect on the Service generally of the provisions of the Civil Service Act in relation to the annual increment of salaries?—I think

the effect is good if it were regularly and [punctually carried out through a series of years.

44. Do you think the increments should be granted without reference to the manner in which the clerk performs his duties?—Yes; the increments should go on; if the clerk is not worthy of his annual increment within the class in which he is serving, he should be dismissed. The increment can also be occasionally used as a means of discipline.

45. Would you require that the clerk's immediate superior and the permanent head of the Department should certify that the increment should be granted as a condition precedent to adding it to the clerk's salary?—Yes.

*By Mr. Mingaye :*

46. In the Outside Service, I believe clerks in the large post offices, and in the Inspectors' offices, have their salaries regularly increased at stated periods. Will you give an explanation of how this is done, or is there any rule for this particular Outside Service regulating such increase?—Yes; they are upon a separate scale, with an annual increment as in the Inside Service. The annual increment is lower in the Outside Service; but the principle is the same.

47. I believe this is the only Outside Service that gets such increase. Can you explain why this has been given when other outside officers do not get it?—I have no knowledge of the other Departments. In mine it has been the practice for more than a quarter of a century.

48. What is the practice as to promotion and increase of salary?—Twice a year the names of the men who have claims for promotion are submitted to the Governor in Council.

*By Mr. Tilton :*

49. Are promotions in your Department always made in view of the efficiency of the persons promoted?—They are presumed to be so.

*By Mr. Mingaye :*

50. Are there any positions in the Inside or Outside Service of the Post Office which you think could be more efficiently filled by the selection of an outsider than by the promotion of an officer already in the Post Office Service?—That occasionally happens to be the case.

*By Mr. Brunel :*

51. When that happens to be the case, what course is taken in order to secure the most efficient officer?—That depends altogether on the Minister, who deals exclusively with such cases.

52. Are promotions only made of clerks, who, by reason of seniority, have arrived at the head of the class next below that to which the promotion is to be made or are the most efficient men in that class selected?—To a 1st class clerkship, yes; to a 2nd class clerkship, that is not so. The principle is different in the two classes. Promotion to the higher classes depends, as a rule, on merit and special qualification, but length of service is the usual means of promotion in the lower classes.

53. Are clerks below the 2nd class promoted as a matter of course when they have arrived at the head of their class—that is as regards salary—or are merit and the nature of their duties taken into consideration?—Not the nature of the duties, but merit or demerit usually enters into the question.

54. Is the importance of the duties assigned to clerks in your Department proportioned to the class of the clerk to which they are assigned, or are low class clerks sometimes required to perform high class work?—Low class clerks are not as a rule required to perform high class duties; but there may be exceptions.

*By Mr. Mingaye :*

55. Are there any cases in the Inside Service of your Department in which persons are taken outside any of the Services, and placed in superior positions over the heads of clerks in offices who have been for years in the Service, and therefore entitled to promotion?—Occasionally the necessities of the Service will lead to this result.

*By Mr. Brunel :*

56. Do I understand you to say that promotion from class to class, below the first class depends rather upon the absence of disqualification than upon the possession of comparative merit?—Yes.

57. What, in your opinion, would be the value of competitive examinations for promotions in your Department?—I have not thought much of that. I would be content to get the benefit of it at entrance.

58. Would it be possible to prepare examination papers that would fairly test the comparative fitness of the officer eligible for such promotion for the particular service for which he is required?—It would be useful for promotion to the higher classes, but would not be applicable to the lower classes. It would be useful in the case of promotions to classes requiring qualifications of a special character.

59. Would you confine competitions for such promotions to the officers or clerks in the class or division immediately below that to which the promotion is to be made, or would you open it to all the clerks in the Department below that class?—I think it would be well to open the competition wide enough to secure a fit person for the required duties.

60. Do you think it desirable that such clerks in the lower grades should be nominated by the Deputy Head of the Department for admission to such competitions, as in his opinion would be most likely to fill the vacant place with the greatest advantage to the public?—Yes.

*By Mr. Mingaye :*

61. Provided a judicious course of competitive examination for all classes before entering the Service were adopted, and the filling up of vacancies were placed solely in the hands of the Deputy Head of the Department where such vacancy existed, are you of opinion that the Civil Service, both inside and outside, would be benefitted by such a plan over the existing appointments and promotions by political patronage?—No; I think the selection must be made by the Minister, who is responsible for it. The Deputy Head would be no less open to influence than a Minister.

*By Mr. Tilton :*

62. Are you of the opinion that the annual increment now granted to the Inside Service, is more desirable in the interest of the Public Service, than to shorten the term of service now existing in the different classes, with a view to the promotion of efficient and deserving employes, on reaching the maximum of their class?—I think it is better to give the increment as usual.

*By Mr. Mingaye :*

63. In appointments or promotions in your Department, both inside and outside, have you in any case or cases found that political influence had been the cause of injustice to the other officers?—Political influence does not naturally take cognizance of merit, and therefore the tendency of the system is in that direction.

*By Mr. Brunel :*

64. Be good enough to state your opinion as to the expediency of throwing open the competition for any vacancy in the higher grades in your Department where special duties are required, to all the members of the Civil Service ranking below the vacant position?—I think there would be objections. It would not be expedient.

65. In the event of a vacancy occurring in one of the higher positions in your Department which required qualifications superior to or of a different character to any available in the Service, do you think competitive examinations would be useful in the selection of a suitable person to fill it?—Other qualifications for such a position being equal amongst candidates, the result of a competitive examination as to educational qualifications would be useful.

66. How would you propose to ascertain whether the candidate possesses the other qualifications to which you refer?—It must be by the exercise of personal judgment lodged somewhere, which might perhaps be most usefully lodged in the Deputy Head of the Department.



67. Have any of what may be called the *prize* appointments in your Department been given to outsiders or to men who were comparatively new in the Public Service?—Yes.

68. Was that because there was no one in the Service fit to fill the place or places?—In some cases, yes; in some cases, no.

69. When such appointments were made, how was the fitness of the appointee tested, or was it tested at all?—Such appointments were made by the Governor in Council; I know nothing more.

70. How do such appointments affect the efficiency of the Service?—To preserve efficiency, great care should be taken in making such appointments. On those in the Service the effect of making such appointments cannot be good.

71. In cases when there are fit men in the Service to fill the higher vacant places, and outsiders are appointed to those places, what is the effect on those who might reasonably have expected promotion?—The exigencies of the Public Service require a large discretionary power in the Government in filling such appointments; but it is certainly unfortunate when the officers in the Service who may have reason to think themselves qualified, believe that they have been unnecessarily passed over in favor of an outsider. Such officers are discouraged in the performance of their duties in being passed over, and their efficiency is impaired.

72. When you say the exigencies of the Public Service, do you mean *political* exigencies or the exigencies necessarily considered in the promotion of efficiency?—There must always be circumstances in the making of such appointments that come solely within the purview of the Government, unless the Government were relieved of such responsibility by statute. If a statute was passed fixing a system for the regulation of appointments to the class of offices in question, the exigencies referred to would to a large extent disappear.

73. How are Post Office Inspectors selected? Are they generally men who have previously acquired experience in the other branches of the Post Office Service?—Yes, as a general rule; but there have been exceptions of late years.

74. Do you think it would be an improvement on the present system if this class of officers were subjected to competitive examination? No; I do not think it would.

75. By what other means would you select them if all political considerations and influences were done away with?—I have not made up my mind as to how the best selection could be made.

76. What qualifications do you consider essential for a Post Office Inspector?—The qualifications are very varied; a Post Office Inspector should be a man of more than ordinary intelligence, sound discretion and judgment, capable of wielding strong moral force in dealing with criminals and offenders, should have a general knowledge of the country and of the business habits of the people, and superadded, he must have a knowledge of post office laws and business generally. These last he may, of course, acquire.

77. In the list of qualifications you have mentioned, are there any that could be tested by any system of examination?—No system of examination would afford satisfactory results.

*By the Chairman:*

78. Would you be prepared, on consideration, to furnish the Commission with suggestions for a new theoretical organization for the working of your department, including the following points:—

1. The number of each class of officers required for the work;
2. The promotion of officers from class to class;
3. The principal by which salaries should be graded and increased;

4. The present system of superannuation, and what changes and improvements you would recommend therein?—I am satisfied with the present system in all these respects if it could be carried out solely with regard to the interests and efficiency of the Public Service. The only substantial remedy for such evils as have crept into the Civil Service would be the system of competitive examination for appointments.

The Commission adjourned at 6 p.m.

TUESDAY, 17th August, 1880.

The Commission met at 2 p. m.

Mr. GRIFFIN'S examination continued.

*By the Chairman :*

79. Mr. Griffin, I read in your evidence given in 1877 as follows :—

“The pinch of the Service is that the recruits we get are not of a class likely to furnish fitting material for the higher branches of the Service, after any amount of training. Consequently, these branches have to be sometimes filled from outside. The problem is to make the Service attractive to a class of men who would furnish such material. It is a great misfortune to have to go outside the Service for men to fill these positions. I think the obtaining of such material as we get is an inherent fault of the present system of appointments, combined with the absence of inducements such as to lead young men of ability to enter the professions. A man entering the Service cannot count upon obtaining such prizes as do exist by meritorious conduct in the banks. A system of promotion by merit, apart from political considerations, would go far to remedy this. At present, when we do get good men, we often find that they leave the Service because their prospects are better in general business. The men now filling the chief offices in my Department have been, for the most part, promoted within the Department. As the Department grows larger, the proportion of men in it qualifying for the higher positions has tended rather to diminish than to increase.”

Do you still adhere to that opinion?—No doubt that is still the case.

80. Do you believe that under the present system the State is likely to command the services of men of as good material as that commanded by banking, commerce or the professions?—No; I do not. The chances of advancement are not equally attractive.

81. What changes do you consider necessary in the present system in order to secure the services of men of the best class?—My opinion is that the chances of arriving at a result that would be satisfactory for men of talent are very meagre. If the prizes of the Service were assured to men in the Service there might be an improvement, but at present that is not so.

82. Do you not consider that the State under an improved system should command the services of the best men the country can furnish?—It should, but it would not, in my opinion. There are not prizes in the Service sufficiently attractive.

*By Mr. Barbeau :*

83. Is it not a fact that salary has something to do with this?—Yes, of course; if you refer to ultimate salary.

*By Dr. Taché :*

84. As a matter of fact, so far as you know, are the services commanded by the State superior, equal or inferior, to the services at the command of banking and other commercial institutions?—As I have said before, I think the services commanded by the State are somewhat inferior.

*By Mr. Barbeau :*

85. Do you not think that competitive examination and a term of probationary service, strictly carried out, would conduce greatly to efficiency?—Yes; materially.

*By the Chairman :*

86. Do you not think that if promotion was made to depend on merit, and the higher offices of the Service made open to those already employed in it, to the exclusion of any outside the Service, the State would then command the services of a better class of men?—No doubt such changes would offer additional inducements to such persons to enter and remain in the Service.

*By Mr. Mingaye :*

87. On examination before the Civil Service Inquiry of 1877 you stated that the Service cannot get nearly the same class of young men that enter the banks—as they would rather enter a bank at \$200 a year than the Service at \$400 at year—this preference arising from the nature of the work and the chances of promotion. Now, if

in your branch of the Service such an answer applies, are you of opinion that other Outside Services, without stated increases of salary and promotion as given to your branch, must find it more difficult to obtain a good class of young men?—I have no intimate knowledge of the Outside Service of other Departments; I could not give any definite answer to that question. It would, of course, in my opinion, be advantageous if a system of increases of salary prevailed in all the Departments.

*By Mr. Brunel:*

88. Am I right in inferring from your answer to a previous question (No. 82), that you have personal knowledge of the qualities of the clerks and other servants which banks and private firms are able to secure, as well as of the scale of remuneration they receive and their chances of promotion?—Only from such opportunities as I have had of making enquiries, and I have been surprised at the result of my enquiries.

89. Did I also understand you to say that the Civil Service is not as attractive as the services above mentioned?—That is my opinion.

90. Employés in the Civil Service hold office as a rule during good behavior, do they not?—Yes; that is so.

91. If as may be assumed they are quite sure of their pay, and not affected by hard times, lose no time by reason of ill-health, and have a sufficient provision for old age under the Superannuation Act, are not these considerations which make the Civil Service more attractive than the services of banks and private firms?—I do not think they do. Young men of energy would rather take their chances in the business world.

92. In your long experience have you found any reasons for believing that the Civil Service has been looked upon as a refuge for people, who by reason of their indolence or lack of intelligence, could not succeed in other employment?—To a considerable extent that is the case.

93. Would competitive examinations have a tendency to repress solicitations for the appointment of persons of inferior intelligence?—Yes; that is one of the chief virtues of the system.

94. Is self-respect when engendered by a well founded consciousness of being able to perform his duties in a proper manner, a desirable quality in a civil servant?—Certainly.

95. Do you think that a person who had obtained his first appointment without regard to his fitness, and solely as a reward for service at elections, would have as much self-respect as one appointed for qualifications established in open competition?—No; certainly not.

*By the Chairman:*

96. You stated in answer to a former question that you had no idle or overworked officers in your Department. Do you not consider that if a system of competitive examinations for entrance into the Service and promotion by merit prevailed, that their number could be considerably reduced and the efficiency of the Service improved at the same time?—Yes.

*By Mr. Brunel:*

97. You have told us that the advantages offered by the Civil Service are not sufficiently attractive to young men of energy who would, you think, rather take their chance in the business world. Is not that due mainly to the uncertainty as to whether the abilities of men without extraneous influence will be fairly considered in the Civil Service?—I think that has a good deal to do with it.

98. Will you be good enough to state, in some detail, the nature of the duties performed by Post Office Inspectors?—An Inspector has the oversight within his division of all the multifarious duties connected with the Post Office; the situation of the offices; the arrangement of the Mail Service; the conduct and discipline of all the officers in the division; of enquiries into all complaints on the part of the public; of investigations of Post Office crimes and offences committed; of the instruction of all persons in the Service in their duties; and, generally, of all duties committed to him by the Department; on all which subjects he has to make reports for the information

of the Department. He has also the immediate supervision of the formation and working of the mail contracts in his division. He must also have a strong physique, and be capable of bearing fatigue in his round of duty.

99. May it therefore be assumed that he should have a thorough and practical knowledge of the Post Office business and practice?—Certainly.

100. Among the qualifications essential in a Post Office Inspector, you have mentioned "more than ordinary intelligence." Will you be good enough to state more specifically what you mean by that phrase?—A man must be more than ordinarily intelligent to perform such duties satisfactorily.

101. Do you not think a person's knowledge of the laws which relate to or govern the duties he proposes to undertake, and his familiarity with the Post Office business which is to be inspected, as well as of many of the duties you have specified, could be tested by examination?—Yes.

102. Would not previous employment in the Service and promotion step by step be a valuable means of educating an officer for employment as Inspector?—It would give him such knowledge as would be very useful to him.

103. Would not such continuous employment in the several grades of the Service afford the permanent head of the Department the best possible means of estimating the extent to which the officer possesses the qualifications which you say cannot be tested by examination?—Yes.

104. Then, if there were several officers each of whom possessed the confidence of the permanent head of the Department as regards exceptional intelligence, force of character, knowledge of the country, &c., would not a competition be useful in deciding which possessed the other qualifications in the highest degree?—Yes; I think it would be very useful.

105. If there were several such eligible men, would not such a competition as I have referred to remove many difficulties in making the selection, and do away with all reasonable grounds for charges of favoritism and undue influence in making it?—I do not think the system of competitive examination applies to a case of that kind.

106. Has it ever happened that you have had at the same time two or more officers in the Department eligible for such appointments?—No; never, I think, without taking them for higher positions.

107. Has not that been mainly due to the inferior nature of the material which the present system admits to the lower grades of the Service?—Yes; that is in my opinion, the case. The conditions of promotion after they enter the Service are not attractive also. Competitive examination would, no doubt, give you a better class of recruits.

*By Mr. Barbeau :*

108. What would, according to your idea, be the best means of arriving at a competitive examination? Do you not think that a permanent and independent board of examiners would be likely to meet the case by its being less liable to political influence, than the Ministers?—I think, yes.

*By the Chairman :*

109. You have stated that the staff in your Department could be reduced if a thorough system of competitive examination and promotion by merit were introduced. Can you give an approximate estimate as to what extent it could be so reduced?—No; I think not; it would be impossible. I think the system would give us better material, and with better men you could get more work done with fewer hands.

The Commission adjourned at 6 p.m.

WEDNESDAY, 18th August, 1880.

The Commission met at 2 p.m.

Mr. GRIFFIN'S examination was continued.

*By Mr. Brunel :*

110. Are Post Offices classified? and if so, will you state what the classification is and on what principle it is made?—There is this extent of classification: there are

13 city Post Offices in which the Postmaster and all persons employed are paid by fixed salaries, such persons being appointed directly by the Government; but at all other Post Offices the Postmasters are appointed by the Government, but are paid by a commission on their collections, and the persons employed by them are paid by themselves.

111. What are the principal duties of a Postmaster in such a Post Office as Toronto or Montreal?—He has the oversight of business, the control of discipline and general supervision of the work of his office and all persons in it.

112. Will you be good enough to explain how Postmasters are selected, especially for the principal offices, and generally for the smaller offices?—That is entirely controlled by the Postmaster General; it is not done departmentally.

113. As a rule, have these appointments been given to persons who have previously been in the Service, or have they more frequently been given as a reward to active politicians?—Generally, of course, they are not given for previous service.

114. Has the possession of some special knowledge of Post Office business heretofore been considered as an indispensable qualification for such appointments?—No; that could not be.

115. Can you state from memory the highest salaries to City Postmasters and the names of their respective Post Offices?—The highest salary paid is to the Postmaster of Montreal, \$4,000; the next, to the Postmaster of Toronto, \$3,000; most of the rest of the City Postmasters receive from \$2,000 to \$2,400.

116. If a system were established under which vacancies in such positions would as a matter of course be filled by officers already in the Service and of proved capacity and merit, would that act on the less liberally paid employes as an incentive to industry and a thorough painstaking performance of their respective duties?—No doubt it would; it would have an effect, no doubt, far beyond the real value of the expectation.

117. Is not the absence of such an incentive to exertion a sufficient explanation why the Service of the State does not, as you have stated in your answer to previous question, attract to it as valuable and efficient a class of servants as are found in the service of banks and private firms?—To a considerable extent, yes.

118. Are first appointments of clerks in the Post Offices generally made in the same manner as first appointments are made to the Inside Service of your Department?—Yes.

119. Is there any regular system of promotion for the clerks employed in the larger Post Offices?—Yes; there is a regular scale as given in the published Report of the Civil Service Commission of 1869.

120. Is this scheme of promotion rigidly adhered to?—Yes; very fairly.

121. Are appointments as Mail Clerks, either in railways or ocean steamships, looked upon as desirable steps of advancements for clerks in the lower grades of the Service?—On steamships, yes; as regards railways, these appointments are not, as a rule, attractive to the clerks in the Inside Service.

122. Are promotions to such places on steamships a part of the system to which you have referred us?—No; they are so infrequent.

*By Mr. White :*

123. In a communication addressed by the Secretary of the General Post Office, London, to the Civil Service Inquiry Commissioners, dated July, 1875, it is stated that as regards Postmasterships to which the Postmaster General appoints, of which class there are about 280, with salaries ranging from £100 to £1,000 a year, the appointments are made by selection from the ranks of the whole Post Office Service; do you think it would tend to increase the efficiency of the Post Office Service in Canada if appointments to Postmasterships of incorporated towns and cities in the Dominion were made upon the same principle?—Yes; and would form a valuable contribution to the attractive inducements already alluded to.

*By Mr. Barbeau :*

124. Are there not cases where officers in your Outside Service Department are kept on and paid regularly, although they have been for a very long time and are

still disabled by disease?—Occasionally they will be in that position while the responsible official is making up his mind what to do in the case.

125. Do you not think this has been carried to such an extent as to have become an abuse?—In each case in which it is carried on a long time it is of course an abuse.

126. Are there any such cases now existing, to your knowledge?—I think there is one at Montreal

*By Mr. Mingay :*

127. Is it not a fact that, if an officer or clerk in your branch of the Service is idle or inefficient—provided he does not grossly misconduct himself—he is certain of his position for life or until superannuation?—No.

*By Mr. Barbeau :*

128. Are there not now officers in the service of your Department who are so deficient in qualifications that they could hardly be expected to act as messengers?—There may be some clerks in some of the large Post Offices very deficient in educational qualifications.

*By Mr. Tilton*

129. What, in your opinion, would be the result to the Service of fixing by statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently or when occasion required it, by employing extra clerks or writers?—If such a system were properly carried out it would, I think, eventually promote economy. As to efficiency I do not think it would promote that necessarily; it would simply divide the staff into two grades, one having a lower rate of payment and duty.

*By Mr. White :*

130. In the English Civil Service there is a distinct class of clerks called the Lower Division, upon whom devolves the performance of the less important duties; do you think it would be practicable to make such a division of duties in the Civil Service of Canada with advantage to the Service?—Quite practicable, I think.

*By the Chairman :*

131. Referring to this schedule of the staff of your Department in the Inside Service, with which the Commission has been furnished, the P. O. Department is divided into branches, viz.: that of the Secretary, Accountant, Money Order and Savings Bank Branch; you have a general supervision over the whole?—Yes; but each branch has its own superintendents assisted by 1st class clerks.

132. Have you any special knowledge as to the details of the working of each branch?—Yes; of course.

133. Have you such knowledge as would enable you to judge of the capabilities and qualification of the clerks in each branch?—Yes; to a considerable extent.

134. This schedule shows that some of the clerks employed in each branch have entered the Service at a pretty advanced age. Does not that fact interfere with the working of the office?—No; I do not think so, for the greater proportion of the men entered young.

135. In your Department, constituted as it is, can you not see your way to any reduction in the staff?—No; not to an appreciable extent; I am, of course, to a considerable extent, dependent on the heads of the various branches for information.

*By Dr. Tachè :*

136. Is or is not the Post Office Department efficiently managed and sufficiently well officered as it now stands?—The officers superintending the various branches are exceedingly able and efficient men. The clerks, as a rule, are a good body of men. The duties of the clerks are done to the best of their ability. The work of the Department is, I think, fairly well done.

*By Mr. White :*

137. As regards first class clerkships, do you think it important that specific duties should be assigned to each clerkship?—I think it is of essential importance.

138. Would you extend this principle to the class next in seniority, or do you think it should be confined to the first class?—I think it would be advantageous to extend it to the next class, the senior second.

*By Mr. Brunel :*

139. Is the organization of your Department in conformity with the principles established by the Civil Service Act of 1868, and the Order in Council made subsequent to the report of the Civil Service Commission in 1869-70?—Yes; I am not aware of any material divergence.

140. Then any defect in the organization is primarily due to defects in the law?—Yes; that would be the assumption.

141. Do you wish to make any changes in the Civil Service Act with reference to the organization of the Service, so far as it effects your Department?—No other than that of extending the special arrangement of duties with the accompanying limitation of numbers of clerks in the class, to the clerks of the senior second class.

142. Will you be good enough to furnish the Commission with a memorandum (at your convenience) embodying the statements you have just now made in conversation with the Chairman, in relation to the kind of material you have to deal with, and the probability of your requiring additional assistance from outside in consequence of your inability in all cases to find such men in the Department as you require?—Yes.

*By Mr. Mingaye :*

143. Are you perfectly satisfied with the organization of your Department in all its branches, and if not, what do you wish to be altered?—I desire no other change than that I have indicated in regard to extending the principle of 1st class clerkships to the senior 2nd class. This has no relation to the personal efficiency of employées.

*By the Chairman :*

144. What is your opinion as to the employment of extra clerks in your Department?—Exigencies will arise making the employment of such necessary.

145. Is there any class of work that could be done with advantage by men of lower grade than the present permanent clerks?—Yes; I think so.

146. Is there any class of work that could be done by piece-work?—No; I think not.

147. What is your opinion as to the employment of women as copyists or clerks?—They can work usefully, but it is difficult to make any arrangements for utilizing their work with convenience.

*By Mr. Tilton :*

148. Are extra clerks in your Department paid a uniform rate of remuneration, and do such clerks receive pay for Sundays and legal holidays, or days on which they may be absent from duty?—Yes; but I think it would be better to pay extra clerks for the days only on which they are actually on duty.

149. What is, in your Department, the rate of pay given to extra clerks?—One dollar and fifty cents per day.

*By Mr. Barbeau :*

150. Have you in your Department any temporary employées, and how many?—There are six, or thereabout.

151. Does it not occur frequently that these persons are all kept longer than is necessary, and that they gradually become placed on the permanent staff, and thus unnecessarily overcrowd the Department?—There is a tendency in that direction.

*By Mr. Tilton :*

152. Do you think the employment of extra clerks desirable?—No; I do not, unless it were part of a regular system.

*By Mr. Brunel :*

153. Do you always decide as to the number of extra clerks necessary in your Department, and do you select them yourself?—No; they are employed at the instance of the Minister; I do not decide as to the necessity of employing them.

154. Has the payment of extra clerks for whole time, including Sundays, holidays and days on which they are absent, been detrimental to efficiency or otherwise?

—It operates to make their attendance less regular than if their salary depended on their attendance.

155. Is the rate of pay to extra clerks fixed at the uniform rate you have mentioned without reference to the nature of the work they are employed on?—That is the general rate without reference to the work.

*By the Chairman:*

156. Then these temporary clerks are in reality in a better position as regards remuneration and their duties are lighter than if on the permanent Staff?—I do not think their duties are lighter, but their pay is better than in the junior ranks.

157. Does it happen that extra clerks are placed with you without necessity?—The judgment as to the necessity for employing the clerks rests with the Minister.

158. Have you any duties in your Department that require knowledge of a technical character?—No.

159. Do you keep an attendance book in your Department?—Yes.

160. Is that book properly kept and signed by all clerks and officers?—Yes; all officers and clerks sign it, and I inspect it daily; there is, perhaps, one exception to the general rule.

161. If it is not signed according to Order in Council, what penalty attaches?—The only penalty is to call the man to account for his absence.

162. What, in your opinion, is the utility of keeping such a book?—I think it is quite indispensable in a large Department.

163. Are the hours of attendance regularly observed by your officers?—Yes; very fairly.

164. Do you attach any importance to having as many clerks of the same branch as possible in one room so as to be under the supervision of their superior officer?—Yes; very great importance.

165. Are you satisfied with the general state of discipline in your Department?—Yes; I have no fault to find at all.

*By Mr. Mingaye:*

166. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—Not to my knowledge.

167. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or county?—Yes; several have held municipal positions.

168. Have you any newspaper correspondents in your office?—Not to my knowledge.

*By the Chairman:*

169. Is there any penalty attached to breaches of discipline?—No direct penalty. I think it would be well if there were some moderate pecuniary penalty attached.

*By Mr. Brunel:*

170. You say you attach great importance to the attendance book; now if it should happen that a clerk signs the book and subsequently leaves the Department for some time, what means have you of knowing it?—Only through the superintending officer under whom he should be working.

171. If an officer or clerk fails to sign the book, or having signed it subsequently absents himself, what happens to him; does he suffer any inconvenience?—There is no absolute punishment that can be applied. As a rule, all our officers do sign the book. Not to sign the book is to be absent without leave.

172. What means have you for enforcing discipline in your Department?—None but admonition. In some bad cases a report to the Minister and suspension is resorted to, or dismissal in extreme cases.

173. When a clerk is suspended, does he, as a rule, lose any part of his salary if he is reinstated?—Yes; he loses for the time he is suspended. That is in effect a pecuniary penalty.

174. Have you any established method by which you are informed of the manner in which your officers and clerks do their work?—Yes; there is a monthly return by the head of each branch, stating how the men have been employed, and



whether, in his opinion, their conduct has been satisfactory. The same in the Outside Service.

175. Do you think a methodical record of each employé's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—Yes; such a record is kept in the Department with a page for every man, both in the Inside and Outside Services.

176. Such monthly reports, being a matter of duty, cease to occasion any ill-feeling on the part of the officer who is reported against, which might arise if only special reports were made of misconduct?—It never came under my notice that any ill-feeling had arisen from special reports.

177. You say some pecuniary penalty for breach of discipline is desirable. What effect would a system of reduction in rank for persistent negligence of duty have on the service?—Such a measure is now within the power of the Postmaster General; and an occasional application of it would, I think, have a good effect.

178. Are you aware that a system of that kind is a part of the British Civil Service system?—I should think it was. I would not assert that as a fact.

THURSDAY, 19th August, 1880.

The Commission met at 2 p. m.

Mr. GRIFFIN's examination was continued.

*By Mr. Brunel:*

179. As a rule, has the record mentioned in your answer to question No. 175 been considered when the promotion of clerks is under consideration, and has the nature of the record usually had due weight?—What a man's conduct in the Service has been, is always considered when the question of promotion occurs.

*By Mr. Mingaye:*

180. Do you think that the system of monthly conduct returns is one that might be adopted with advantage in other branches of the Service?—In all cases where there is a delegated supervision over a body of men, I should judge them useful.

*By the Chairman:*

181. You have stated that the hours of attendance are fairly observed in your Department. What are the hours of attendance?—From 9:30 a.m. to 4 p.m. These hours are prescribed by Order in Council.

182. Are there not occasions when the needs of the Service require attendance beyond these hours; is there any payment for such over-time?—Frequent attendance after hours is necessary, but there is no payment for over-time.

183. You have stated that some of the officers of your Inside or Outside Service hold municipal positions. Do you not consider that to be prejudicial to the performance of their duties?—Two or three have held such positions in the last thirty years; I am not aware that it interfered with their duties.

*By Mr. White:*

184. Do you consider that a scale of salaries increasing from a minimum to a maximum by an annual increment for each class, has any advantage over a scale fixing the salary of each class at a given amount, without reference to length of service in the class?—Yes; much superior and more economical as well.

*By Mr. Tilton:*

185. Do you sign all official checks issued by the Post Office Department?—Yes.

*By Mr. Taché:*

186. What are the labors of the Civil Service Board?—That was defined by the Act—to attend to the examination of candidates and to such other duties as the Government might impose; but the Government has not, for some time past, called upon the Board to perform the duties assigned to it by Statute.

187. You are paid \$400 as Chairman of the Civil Service Board. What are the duties now performed by that Board?—The Board has not, I think, been called upon

for five or six years to attend to any duties. I have only been Chairman for about a year and a-half.

*By Mr. Mingaye :*

188. As Chairman of the Civil Service Board, have you no power to take the initiative by calling the Board together for the purposes for which it was formed, or are you appointed only to act when called upon by higher powers?—The duties depend on the Government. There is a *pro forma* meeting every month; but the Government has not called upon the Board to perform any duties of late years.

*By the Chairman :*

189. Can you state for how many years the duties of the Civil Service Board were regularly adhered to, and the date at which their duties ceased to be performed?—For 15 or 16 years; from the time of the first Civil Service Act of 1857; the ordinary duties ceased in 1872 or 1873, I cannot state exactly.

*By Mr. Brunel :*

190. Will you cause the Minute Book of the Civil Service Board to be submitted to this Commission?—Yes.

191. Adverting to your answer to question 184, is it your opinion that economy should be promoted at the cost of injustice to the employé?—No; certainly not.

192. If a clerk has, when he starts in any class, all the qualifications necessary for the performance of his duty, is in full vigor of life, is it not almost certain that his services will have as much value at the commencement as at the end of the term?—No; I think not. Every year, I think, he ought to become more valuable.

193. Can you explain the reasons which prevailed in providing annual increments of salary for the higher classes of employés, such as first or second class clerks?—I think the principle of annual increments to any class is a beneficial one.

*By Mr. Barbeau :*

194. I see by the schedule returned to this Commission that several employés are put down as having received considerable sums for extra services and travelling expenses. Can you give any explanation on these points?—These payments and allowances were granted by the Postmaster General in each case noted for reasons that he considered satisfactory. Some of the amounts are only reimbursements of expenses incurred.

*By the Chairman :*

195. Have you any knowledge of the operation of the present superannuation system?—Yes.

196. Are there within your knowledge any cases of injustice or hardship in the operation of that system?—Not that I am aware of; as regards my own Department I mean.

197. Is there, in your opinion, any lack of uniformity in the administration of the Act relating to superannuation?—Not as far as I know.

198. Can you offer any suggestions for the improvement of the Act?—No; I cannot.

199. What, in your opinion, are the merits of a system of superannuation?—I think it is very necessary that there should be a regular system; otherwise equitable uniformity could not be maintained.

200. Has the present system of superannuation been productive of efficiency and economy, or the reverse, in your Department?—I think it has a tendency to produce both efficiency and economy.

201. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—I have never thought that that was properly part of the subject of the superannuation system.

*By Mr. White :*

202. Do you think it practicable to combine with a system of superannuation, such, for instance, as that now in operation in Canada, any plan for giving an annuity to widows and children of deceased officers of the Civil Service without imposing either upon the Government or upon the members of the Service so heavy a tax for

its support that neither the Government nor the Civil Service would be willing to bear it?—No; I do not think it practicable.

203. Have you had any occasion to consider the operation of pensions to wives and children of deceased public servants in other countries?—Yes; I have seen notices and descriptions of such a system, but do not think that public opinion in Canada would support it.

*By Mr. Mingaye :*

204. Do you think the present system acts fairly under the following circumstances:—A enters the Service as third class clerk at 25 years of age; salary, \$400. B enters the same class with the same salary; age 45. Both have the same amounts reduced from their monthly salary towards the fund. B. being superannuated at 60, pays 15 years to that fund and living for 20 years, his family receives a joint benefit with himself. A dies at 59, having paid 34 years to the fund, and his family receives no benefit?—It is presumed that A has had the same chance as B.

*By Mr. Tilton :*

205. You have stated in answer to question No. 202, that you do not think it would be expedient to extend the system of annuities to the wives and children of deceased civil servants, do you entertain similar views as to the propriety of a system of life insurance being instituted in the Service in connection with the Superannuation Act under which each civil servant's life should be covered by a limited insurance?—It would be a very desirable benefit to obtain; but I doubt whether circumstances would permit of its being authorized.

*By Mr. Brunel :*

206. Can you have prepared, for the use of this Commission, a statement showing what effect the superannuation of public servants has had in the cost of working your Department?—It would be very difficult to reduce to figures such a statement; it would be a matter of speculation.

This concluded Mr. Griffin's evidence.

The Commission adjourned at 6 o'clock.

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SATURDAY, 21st August, 1880.

The Committee met at 2 o'clock.

Mr. H. A. WICKSTEED, Accountant of Post Office Department, was examined.

*By the Chairman :*

207. What is your position?—I am Accountant of the Post Office Department.

208. How long have you been in the Service?—Forty-two years.

209. Is there any examination for admission or promotion in your Department?—Under the Civil Service Act there is probably an examination; but the first I know of clerks is that they are brought to me as having been appointed to my branch of the Department.

210. Have you a larger number of officers than are required to carry on the work of your branch?—No; I have not. I am rather short, indeed. I had 28, now I have but 26, and am trying to do without extra hands.

211. Have you any officers who are unfit for service from ill-health or any other cause?—Not altogether unfit for duty at the present time, but the health of one or two is impaired.

*By Mr. Barbeau :*

212. Did you take any means of enquiring if this is not the case in the Outside Service?—No; I did not. I have but little to do with the Outside Service, with the exception of the leading officers.

213. Are there any officers in your branch whom you would recommend to be placed on the superannuation list?—I think there may be one or two, not from incompetency, but from failing health.

214. Are all other clerks in your branch, except the one mentioned, fit for the service they are employed at?—Yes, fit for what they are doing, all of them.

*By Mr. Brunel :*

215. Can you give us any information as to the efficiency of the Outside Service of the Post Office Department?—I have not had opportunity of acquiring any special knowledge of the Outside Service generally.

216. Are you satisfied with your branch as regards character, industry, fitness for work, and capability for promotion?—I have many hands who are fit for the work they are doing, but not all of them could I recommend for great promotion.

*By Mr. Barbeau :*

217. Must we infer from that, that the Department would be forced to look outside the office for some one to fill a post of responsibility?—Outside of my branch possibly in some instances.

218. Do you not think a good system of examination, prior to entrance in the Service, would give you material from which you might expect good subjects for promotion?—Certainly; but I imagine that is already done.

219. Then, if it is done, why are not the anticipated results you think possible attained?—I can hardly say, unless candidates are passed too easily.

220. What is the system of promotion in your branch, and is it by merit?—The system is from grade to grade, provided there is a vacancy and the men are qualified. I think promotion is by merit; but men are some times promoted without consultation with me.

*By Mr. Tilton :*

221. Does such promotion necessarily change the character of the work done by the clerk promoted?—No; as a rule he continues at the same duty.

*By the Chairman :*

222. Do you not believe that promotion according to qualification or merit is the key to efficiency?—Certainly.

223. Would it be possible by any re-arrangement of your Department, or of the business therein, to carry on the public business in a satisfactory manner with a reduced tariff?—No; the work is growing every day.

*By Mr. White :*

224. We may understand that you are not, as a rule, required to express an opinion upon the efficiency of a clerk who is about to be promoted?—No; only occasionally. I have, however, to make a monthly report on the clerks in my branch; and this may have a bearing on their promotion, as no doubt reference is made to these reports.

*By Mr. Mingaye :*

225. Do you think the present system of appointment and promotion gives proper reward to zeal, application and industry in the Service?—No; hardly.

226. On what grounds do you think so?—I think so because the diligent and able young man might do better in prosperous times in the business world, promotion being slow in the Service.

*By the Chairman :*

227. Is the imposition of the duties assigned to clerks in your Department proportioned to the class of the clerk to which they are assigned, or are low class clerks sometimes required to do high class work?—I apportion the work according to their ability, but perhaps not always according to their class.

*By Mr. Brunel :*

228. You appear by your answers to previous questions to be uncertain as to what examination candidates for appointment have to pass. Would it be an advantage if there were a thorough examination of clerks before they are appointed to your branch in order that the incompetent might be excluded and the best qualified selected?—Certainly.

229. In what subjects should clerks be examined for admission to your branch in order that their fitness might be best tested?—In the ordinary rules of arithmetic, handwriting, and generally in the ordinary branches of education for such work.

230. When it becomes necessary to look outside your branch or outside the Service for some one suitable to fill a vacancy, what, in your opinion, would be the best

method of making the selection?—I can hardly conceive it necessary to go outside of the Department, though it might be necessary to go outside my branch. When it is necessary to go out of my branch I should say the best man in the Department fit for the work should be taken, on the judgment of the chief officer.

231. If promotion is "by merit," as appears from your answer to question No. 220, and you are not always consulted, how is the merit ascertained?—I do not know, unless from my monthly reports.

*By the Chairman :*

232. How are the increases in salaries made in your branch; have you any system in regard to it?—They are regulated by the Civil Service Act.

233. Does not that mean that increases are made by reason of seniority rather than merit?—Yes; I think it has that tendency.

*By Mr. Brunel :*

234. Do you think it desirable and conducive to efficiency to give the increments of salary irrespective of the manner in which the clerk performs his duties?—I think it would be detrimental to the Service to do so.

*By the Chairman :*

235. Are you of the opinion that the annual increment now granted to the Inside-Service, is more desirable in the interest of the Public Service, than to shorten the term of service now existing in the different classes, with a view to the promotion of efficient and deserving employés, on reaching the maximum of their class?—I think it is better to continue the present system.

236. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—It might be a boon to the Service, but a great expense and trouble to the Government; by providing for the officers, I think, the Government has done all that is necessary, an extension might induce improvidence.

237. You have stated in answer to question No. 202, that you do not think it would be expedient to extend the system of annuities to the wives and children of deceased civil servants, do you entertain similar views as to the propriety of a system of life insurance being instituted in the Service in connection with the Superannuation Act, under which each civil servant's life should be covered by a limited insurance?—Not if compulsory, many having their lives insured already on whom a double assessment might bear hardly; if optional, insurance would be very desirable and I think popular.

*By Mr. Brunel :*

238. Have you given much consideration to the question of making provision for the families of deceased civil servants?—Not very minutely; but we have in our Department a benevolent fund to which officers contribute; and I think so far the system is desirable.

*By Mr. White :*

239. Do you think the members of the Service, generally, would be willing to bear the extra assessment necessary for annuities to widows and orphans?—The married men would; the single ones might object to it.

*By Mr. Mingaye :*

240. Do you think that the entrance of an officer into the Service at 50 years of age subject to the benefits of superannuation, acts unfairly towards these officers who have already been in the Service for years, say who have entered at 25 years of age?—I do not see that it has any injurious bearing on the Service at all.

*By Mr. Taché :*

241. After what system are travelling expenses paid, as far as you know?—The Inspectors are allowed \$3.50, and their assistants \$2.50 per diem, and in addition the actual disbursements for conveyance; officers in charge of British Mails are allowed \$3 per diem, with mileage at the rate of half-a-cent per mile. Other officers of the Department travelling are paid out of contingencies, and I have nothing to do with their payment.

*By Mr. Brunel :*

242. Can you inform us how the number of days is reckoned for payment of travelling expenses?—It they start after noon, they get half-a-day; if they return before noon they get only half-a-day for that.

*By Mr. Tilton :*

243 and 244. What in your opinion would be the result to the Service of fixing by Statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently or when occasion required it, by employing extra clerks or writers?—I do not think that could be made to work satisfactorily.

*By Mr. Barbeau :*

245. How often are returns of city and county offices received?—Monthly; there are about 200 returns monthly.

246. Are your accounts subject to be modified in their mode of being kept by any other Department?—No.

247. What control do you exercise over expenditure?—My control is secondary; the Deputy Minister being the controlling authority in the expenditure.

248. Do defalcations occur in your Department; and are they for important sums?—Occasionally.

249. Do they occur from any want of supervision?—No.

250. How are they explained, then?—By insolvency or absconding, or dereliction of duty on the part of the Postmaster, which cannot be foreseen.

*By Mr. Taché :*

251. Are not the accounts and affairs of every Postmaster kept separate from his private affairs and accounts, and how, if such is the case, can Post Office affairs be influenced by the insolvency of the Postmaster?—At the smaller offices Postmasters have the control of the revenue for three months, and probably use it for private purposes. It is a misdemeanor to do so.

252. What is done in such a case?—The matter is placed in the hands of the Inspector under whose charge the office is, and upon his report legal proceedings are sometimes taken, provided he is unable to collect the money.

*By Mr. Barbeau :*

253. Do you not hold security bonds from these defaulting officers?—Every Postmaster upon his appointment gives a bond with two sureties.

254. Do you generally recover on these bonds in case of default?—We occasionally do.

255. Are the sums lost in this way considerable?—Yes; they amount to a good deal in the aggregate.

256. The revenue of the Post Office Department is, I believe, paid to the credit of the Receiver-General by the depositor; by whom are the certificates of deposit received and entered in the cash book?—By the Cashier.

257. Could not these certificates of deposit be entered by a clerk in your branch?—It has always been considered best to have them separate in order that the check may be more complete.

*By Mr Brunel :*

258. Do your accounts include all sources of revenue collected by the Post Office Department and all expenditures, and in short, all financial transactions of the Department?—Yes; completely.

259. What is about the average monthly collection at Montreal and Toronto?—About \$13,000 in Montreal; for Toronto about the same amount.

260. How soon after the termination of the month are the collections at these places usually deposited by the Postmasters?—At the city offices Postmasters are required to deposit weekly, and to render their accounts within ten days after the expiration of the month.

261. In the interval between the close of the month and the usual date of depositing the collections of that month, how much money will usually be collected?—

The Postmasters of Toronto and Montreal only collect about \$1,200 to \$1,500 per month; the rest of the revenue from those places arises from the sale of postage stamps to stamp vendors, who must produce a bank certificate of deposit for the amount, upon which, only, stamps are delivered to them.

262. At what intervals does your system of accounting enable you to ascertain what amount any Postmaster—especially at the larger Post Offices—should account for any specific period, say for the month covered by his return?—I ought to know that within ten days after the close of the month.

263. You say you recover from bondsmen occasionally. Does it often occur that the bondsmen for defaulting Postmasters escape the consequences of the default?—Yes; I think they occasionally do. When cases go to suit we recover rather more than half.

264. Are there not some items of expenditure on account of Post Office Service which do not appear in the published Report?—None whatever.

265. In what account do the payments under subsidies specially voted appear?—Not in my accounts at all.

266. If these accounts are not paid by the Cashier, what are that officer's functions?—He keeps the accounts of the deposits made by the Postmasters throughout the Dominion, and verifies his statements with those received at the Finance Department. He also pays all the salaries of the officers of the Department by cheque; makes out the pay lists and takes their receipts.

*By the Chairman :*

267. The different Postmasters are supplied with stamps which they dispose of in the manner you have stated. What check have you over these Postmasters for what is not disposed of and remaining on hand?—If it is at city and leading offices it is certified by the Postmaster and his assistant; if at the smaller offices, the Postmaster's word is taken for the amount remaining on hand, which, if not excessive, is taken as a matter of course.

268. Whose duty is it to examine these accounts, and how often are they inspected?—It is nominally my duty, but I have eight or ten examiners who take them up as they come in, and the whole of them are examined during the succeeding quarter; and the Postmasters are notified of any errors found in their accounts by official letter.

*By Mr. Barbeau :*

269. Are the stamps issued by your Department kept in such a manner as to be easily checked?—Yes.

270. Are they in the custody of more than one officer?—I think they are in the custody of one officer only, who, however, has several assistants to aid him in distributing them.

271. Does the officer having the custody of these stamps give security?—I think not.

*By the Chairman :*

272. How are the Postmasters supplied with stamps; who keeps the stock?—They are supplied to each Postmaster on requisition addressed to the Postmaster-General, stating the denomination of each description of stamps required and the total amount. They are then sent to the Postmaster with a voucher to be signed and returned to the Department, which is the evidence of delivery and receipt. The clerk in charge in the Department keeps the stock, accounting to me as issued. The printer supplies them to the Department in sealed packages on requisition.

273. Have you any reason to believe that large amounts are held by the engraver for delivery; and if so, what precautions are taken for their safe-keeping?—I have no knowledge of the matter. So far as I know, there is no official check during the operation of manufacture. I understand the manufacturer is under very heavy bond and penalty for the faithful discharge of his contract.

274. What means are taken of testing the accuracy in amount of those on hand in Ottawa and outside?—At the larger offices they are counted by the Inspectors

periodically; and at head quarters by the Chief Inspector quarterly. If I have any suspicion that a man has an undue stock on hand I report it to the Inspector.

275. You have requisitions made from the Outside Service for payment of various supplies and expenditure. What check has the department over such expenditure?—The application is made to me by the Inspectors or Postmasters by requisition enclosing the whole of the accounts to be paid, which are examined item by item, and if found to be correct, cheques are issued accordingly.

*By Mr. Tilton :*

276. By what method is the Post Office Department placed in funds for its current expenditure?—In the first instance, by vote of Parliament; and in the second place, by letters of credit from the Finance Department, granted on application to the Auditor General.

*By the Chairman :*

277. What proportion does the work of your branch at the present moment bear to what it was in 1863, say the year after Confederation?—I should say the work had increased three or four fold.

The Commission adjourned at 6 p.m.

MONDAY, 23rd August, 1880.

Mr. J. C. STEWART, Superintendent of the Savings Bank Branch, was examined.

*By the Chairman :*

278. What is your position?—Am Superintendent of the Savings Bank Branch.

279. How long have you been in the Public Service?—Twenty-five years and a-half.

280. Have you been during the whole of that time in the same branch?—No; I have been in two other branches, the Accountant's and the Secretary's.

281. Have you a larger number of clerks than are required for the work of your branch?—Possibly more than are required for present work, but not more than the exigencies of a constantly growing Service may require at any time. It is necessary to keep a certain number of men in training.

282. But these men in training are on the permanent staff and paid their salary?—Yes.

283. Are the salaries paid to clerks in your branch in proportion to the work performed by them?—Not in all cases by any means.

284. Are there any officers in your branch whose efficiency is impaired from ill-health or any other cause?—I have one or two in my branch who are not in very vigorous health. They are up to ordinary work, but not equal to any emergency involving extra hours.

285. I infer then that the work of your Department could be carried on with fewer clerks under an improved organization?—No; I do not think that. The work is expansive and we must have men always in training. If the Savings Bank Branch were at a stand-still, and not constantly increasing, and were the clerks all equally trained, we might dispense with one or two of the juniors.

286. Is there any examination for admission or promotion in your Department?—I believe the Civil Service Act provides an examination for all candidates for admission to the Service. I have no means of ascertaining whether the examination of candidates is enforced under the Act.

287. Can you tell the Commission at what age are first appointments made in your branch?—As a rule I have been fortunate in getting juniors; from 16 to 20 is the average age of clerks entering my branch.

*By Mr. White :*

288. If there were at the disposal, say of a Civil Service Board, a number of men who had passed an examination as to their fitness for the Service, so that an additional clerk could be obtained at any time without delay, could you dispense with one or more of the clerks whom you now describe as being in



training?—Possibly I could, if the clerk given me as a substitute were to be retained.

*By Mr. Taché :*

289. Would you rely on such examination to test the aptitude and qualifications of a clerk to be added to your branch?—I am not prepared to answer that without knowing what that examination might be.

*By Mr. Barbeau :*

290. Supposing it was to your knowledge that the examination by a Board of Examiners of candidates intended for the Civil Service was complete and thorough, would this not inspire some confidence on your part in the efficiency of these candidates?—Yes; I should, however, have always to watch the habits and companionship of the young men in my branch, and should not at all care to rest my confidence in their integrity and fitness on the examination alone.

*By the Chairman :*

291. Do you not believe that the abolition of political patronage in making appointments and promotions of members would tend to encourage your clerks in the performance of their duties and improve their efficiency and correctness?—Yes.

*By Mr. Tilton :*

292. In the event of the banks increasing or decreasing the rate of interest to depositors, does such action entail any appreciable addition to the labor of the clerks in the Savings Bank Branch, and if so, do they work extra hours, or are extra clerks employed?—In the event of depositors in chartered banks withdrawing their confidence from those institutions, the deposits in the Savings Bank necessarily increase. For instance, in the month of August last year the business of the Post Office Savings Bank suddenly doubled in volume, for the reasons assigned. The clerks on the staff of the Savings Bank Branch worked during extra hours without extra assistance for perhaps three months, and most of them foregoing their annual leave, and neither received nor asked for extra compensation, regarding this extra work as an unavoidable exigency of employment in the Savings Bank.

*By the Chairman :*

293. Are you acquainted with the system of competitive examination for first admission into the Civil Service, which prevails in the United Kingdom?—No; I am not.

294. Will you be good enough to state your opinion as to the expediency of establishing competitive examination for first admission into the Civil Service of Canada that shall be compulsory alike on the executive and the candidates for employment?—I certainly think there ought to be some such examination. There ought, of course, to be some special examination for each Department framed with a view to its requirements.

*By Mr. White :*

295. Do you think that there would be any difficulty in framing a schedule of subjects for examination for clerks which would sufficiently test a man's fitness for employment in the Savings Bank Branch in all things save such as can only be acquired by experience?—No; I do not think there would be any difficulty. Of course there are some qualifications that are more a matter of development than to be ascertained at such examination. I do not see how any Board could expect a boy of sixteen to show proficiency in keeping a set of books for instance.

*By Mr. Brunel :*

296. But supposing the age is twenty, and the candidate is required to have a knowledge of the principles of book-keeping by double entry, could it not be ascertained by examination by competent examiners whether he possessed that knowledge or not?—Certainly.

297. And if ten such candidates were examined at the same time and on the same examination papers, do you think the results of such an examination would fairly indicate the best qualified of the ten?—I have no doubt it would.

*By the Chairman :*

298. Do you not believe that promotion according to qualification and merit is the best key to administrative efficiency?—Yes.

299. Do you believe that it would induce the best class of young men to enter the Service?—Yes.

*By Mr. Brunel:*

300. What, in your opinion, is the best method for determining merit with reference to such promotion?—The report of the clerk's immediate superior.

301. Are the subordinate clerks in your branch generally qualified for promotion if vacancies should occur in the grade next above that in which they now are?—I should say that some are certainly qualified; there are others I should not like to recommend.

*By the Chairman:*

302. Are any of the officers or clerks in your branch engaged in business outside their office, and for which they receive payment?—No; there are none, as regards my own branch; as regards other branches I have no knowledge.

303. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or country?—None, as regards my branch; as regards other branches I have no knowledge.

*By Mr. Tilton:*

304. Are you aware whether or not the clerks in any of the Departments are paid extra for working after the prescribed hour of attendance?—Until last year the clerks in my own branch received extra compensation for the labor of balancing the ledgers on the 30th June. For the last two years this payment has been discontinued, on the ground of its being contrary to the Statute, notwithstanding my repeated reports that this extra work was of an entirely exceptional character, and not provided for in fixing the regular staff, and could not be met by the employment of an extra and inexperienced force; and that, in my opinion, this work could not be accomplished without disaster, unless extra pay were allotted as heretofore. A few months ago, notwithstanding the forbidding clause in the Statute, certain clerks in the Customs Department were, I understand, allowed compensation for attendance therein during extra hours.

305. In view of a rule that exists in the Service that the permanent clerks of one Department may be employed in another after hours and paid extra therefor, is it not somewhat of a hardship that the clerks in your branch, who evince so much diligence, should be required to work after hours?—I will reply at a future date.

(See Appendix A.)

*By the Chairman:*

306. Do you not think it would be most desirable to have uniform rules in the Service respecting this extra work?—I think that in every Department it should be distinctly specified what work should be considered the regular and what the extra work of the office.

307. Do you think it likely that the same rules on this subject could apply to all the Departments alike without causing inaccuracies?—No; I do not. A satisfactory administration of extra pay in the Civil Service demands that it should be for piece-work, that is for results and not for time, so as to preclude possible irregularities. In a branch like my own or any Department where a large number of accounts is dealt with, this piece-work rule can be applied, but not in a Department where the duties are mainly those of correspondence or otherwise of a general character.

*By Mr. White:*

308. Do you think it possible to define in each Department the difference between extra work which should be paid for as such, and the regular work of the Department?—Yes.

*By Mr. Tilton:*

309. What, in your opinion, would be the result to the Service of fixing, by Statute, for the several Departments, the number of clerks of the different classes that should be borne on the permanent staff of each; providing by the same means for promotions within the Department, and supplementing such staff either permanently

or when occasion required it, by employing extra clerks or writers?—The only objection I see to that is that there might be an unforeseen and yet permanent increase of work, and that the employment of extra writers without prospect of subsequent permanent appointment would involve a waste of time in teaching such writers their duties, there being in my own branch no work of a simple routine character, which any clerk could take up at a moment's notice. My answer simply applies to my own office.

*By Mr. Barbeau :*

310. Is there any unnecessary duplication in the manner of keeping your accounts?—No.

311. Do you always see that the attendance of your employés is regular and punctual?—Yes.

312. Are there any having a tendency to be absent from duty oftener than others—I mean without sufficient cause?—No.

313. How often do you make returns of business passing through your branch, and to whom are they sent?—Once a month; and, according to Statute, to the Deputy Minister of Finance.

314. Do you find that the outside Savings Bank business, done by postmasters, is well done?—Yes, as a rule, with surprising accuracy.

315. Are they paid anything extra for this service?—Yes; a commission of one-quarter of one per cent. on the deposits received. This does not apply to the postmasters of the city offices.

316. Do these latter receive any remuneration for this business?—The salaries fixed during the last few years for the postmasters of Toronto, Montreal, Hamilton, Quebec and, I think, Ottawa, have been such as to cover or include this service. The postmasters of London and Kingston, where the salaries are not so large, receive a small commission of one-tenth of one per cent. on the deposits received, up to a certain amount.

317. Could you say how much their commissions amount to in a year?—\$3,314.05 in 1879 and \$4,583.75 in 1880, represents the total compensation to postmasters for Savings Bank business in those years, the increase in 1880 being due entirely to the larger amount of business on which the commission was computed.

318. How are moneys received by postmasters, where there is no Money Order Office, accounted for?—A Post Office must be a Money Order Office before the postmaster can undertake Savings Bank business.

319. Do you meet with defaulting postmasters?—Yes; but very rarely.

320. Can you say if the Department has lost by them, and how much to this day?—In thirteen years the total loss sustained was \$6,100, through the default of one postmaster.

321. Has the Government been able to recover any portion of this money from securities?—No.

322. Do you not think postmasters should give guarantee bonds before being entrusted with the management of a Savings Bank?—Yes.

323. What is your opinion of personal bonds; do you prefer guarantee bonds issued by companies doing that business?—I think there have been only three or four instances in the thirteen years of Savings Bank business in which the question of bonds came up, and the bonds in these cases were personal bonds. In each case but the one before referred to, the sums were made good by the sureties. I am nevertheless of opinion that guarantee bonds are infinitely preferable.

324. Do you sometimes find sums of money entered in depositors pass-books that are not accounted for?—Yes; but they are as a rule satisfactorily explained.

325. Are all sums paid by cheque to depositors and to their order?—All cheques issued by me in repayment of deposits are payable to the depositor in person, and not to his order.

326. Are moneys sometimes paid on forged signatures?—There have been numerous attempts, or supposed attempts, at fraud which have been readily detected. There have been but two cases of successful personation of a depositor; one of them

was when a son obtained possession of his father's pass-book, imitated his signature, drew \$100 and fled the country. The other was of a similar character.

327. Does the pass-book given the depositor contain his name and signature? And if so, do you consider this advisable?—Yes; it contains the depositor's name and signature. In this, the Post Office Savings Bank has followed the example of the English Post Office Savings Bank. While the presence of the signature in the pass-book admits an element of risk, without it one of the chief advantages of the Post Office Savings Bank, under which depositors can deposit or withdraw at pleasure at any of the 300 banks without change of pass-book, would have to be withdrawn.

*By Mr. Brunel :*

328. Are the accounts of the Post Office Savings Banks so kept as to show whether there is a loss or a gain to the Consolidated Revenue from that branch of the Public Service?—The law does not require them to be so kept. The Statute of 1867 obliged the Receiver-General to keep a Post Office Savings Bank account, to credit the current balance with interest at the rate of 5 per cent., to invest the moneys in Government securities, to charge the fund with the expenses and interest to depositors, and then to show the margin of profit and loss. This, however, was never done, and the Statute was amended a few years later abolishing this requirement. I have, however, myself, from the outset, kept such a statement, and am prepared to show the margin of profit and loss, assuming the money to be worth to the Government 5 per cent.

329. Can you inform the Commission, as the result of your accounts, what gain or loss there is in the Savings Bank account, assuming the Government can borrow money at 4 or  $4\frac{1}{2}$  per cent., making a separate statement with reference to each rate?—The money costs the Government  $4\frac{1}{2}$  per cent., including interest to depositors and all expenses.

The Commission adjourned at 6 p. m.

TUESDAY, 24th August, 1880.

Mr. JOHN ASHWORTH, Cashier of the Post Office Department, was examined.

*By the Chairman :*

330. What is your position in the Post Office Department?—I am Cashier.

331. How long have you been in the Service? Thirty-seven years.

332. How long in your present position?—About 27 years in my present position.

333. Has there been any change in the duties since your appointment; if so, please state the nature?—Yes; there have been changes going on at intervals. The last took place on 1st July. Since 1st July deposits of Post Office revenue and bill stamps have been made direct to the Receiver-General, previous to that date they went to the credit of the Postmaster-General.

334. Is that the only change. At present the remittances are made to the Receiver-General. Were not these remittances formerly made direct to you as cashier?—When I first assumed my duties as cashier remittances were chiefly in the form of money, bank notes, &c.; then as business increased we sent circulars to the postmasters of the larger offices to obtain drafts for the amounts from the banks. As the banks increased in number, of course the drafts increased as well. About 8 or 10 years ago the regulations required that all postmasters should deposit in banks. In that way the cash remittances in bank notes gradually dropped off. On 1st July, this year, deposits were ordered to be made direct to the Receiver-General.

335. Did not these changes make a material difference in your duties as cashier?—To a certain extent they did. Under the change I had to assume part of the duty done by the accountant before, viz.: balancing with the Finance Department and the auditors of the outlying provinces, weekly and daily, as required by each Department.

336. The effect of that would be to lessen the duties of the accountant to that extent?—To that extent; yes.

*By Mr. Barbeau :*

337. Do you consider your office as a distinct one, having for its chief object a check on the accountant?—It is a distinct office, but it is no check that I can see.

338. Have you any assistants?—None.

339. Please detail the nature of all the duties connected with your office at present?—1st. I receive a statement with vouchers daily from the Finance Department, which vouchers are entered in whole sums without detail. The details are then entered in the different cash-books from the endorsement of the certificates. It is then balanced with the statement received from the Finance Department.

2nd. I conduct the correspondence with regard to the management of the cash with the different bankers, and with the postmasters, correcting mistakes and placing the sums under the proper heads of revenue and bill stamps.

3rd. Numerous other small duties will constantly arise under a new arrangement requiring my attention.

4th. I also remit balances to postmasters that may be standing to their credit ; and I will shortly have the charge of balances due by postmasters, to collect and look after those under suit, and postmasters retired from office leaving balances due.

5th. I also pay the Departments the amounts placed to my credit by the Receiver-General.

6th. I pay the Department monthly.

7th. I also sign for the Postmaster General all cheques payable to contractors for mail service, amounting to about 4,000 cheques per quarter.

340. Has not the Chief Accountant's Office to make many of these entries?—No ; the Chief Accountant merely checks the postmasters' remittances, and credits them from the different cash books, to the number of thirteen.

*By the Chairman :*

341. Are you not Managing Director of the Civil Service Building Society?—Yes.

342. Who are the directors, and have you a secretary?—Mr. Griffin, Mr. Courtney, Mr. G. W. Wicksteed, Mr. Cherriman, Mr. Hartney, and Mr. Cambie and myself ; Mr. Sinclair is Secretary-Treasurer.

This concluded Mr. Ashworth's evidence.

Mr. C. W. JENKINS, Assistant Superintendent of Money Order Office, examined.

*By the Chairman :*

343. What is your position?—Am Assistant Superintendent in the Money Order Office.

344. How long have you been in the Department, and in your present position?—Have been about 15 years in the Service, and always in the same position.

345. How many assistants have you in your branch?—I think there are 18.

346. Are the salaries paid them in proportion to the merits and duties performed by them?—Very nearly so, I should think.

347. Do you not consider that in some cases some are paid rather too much and others too little in proportion to their work and duties?—I think there are some who hold higher positions than they ought to, and one or two who are not so high, according to the duties which they have to perform.

348. Can you give any reason why this is so ; is it by reason of seniority or appointment from political patronage?—It is by seniority that they have reached their present position.

Lieut.-Colonel PANET, Deputy Minister of Militia and Defence, examined.

*By the Chairman :*

349. What is your position?—Am Deputy of the Minister of Militia and Defence.

350. How long have you been in the Service and in your present position?—Since 1874.

351. Have you a larger number of officers in your Department in the Inside Service than are required for the work?—I think that, with one exception, we have not more than are actually required.

352. Does that answer apply to the Inside and Outside Service of your Department?—I am not aware of any way in the Outside Service in which we could decrease the number of our employés, except by increasing the duties of some, and then the expense would be about the same.

353. Thus the work of your Department, taken in the Inside and Outside Services, could be carried on with a smaller staff of more efficient assistance?—If the staff could be rendered more efficient, it follows that it could be done; but I do not believe that you could add to the efficiency of our present staff.

354. Are there in your Department any cases in which changes in departmental work have left some officers with too little and others with too much work?—I do not think so, with but one exception, as I said before.

355. Have you any officers in the Inside Service who are unfit for service from ill-health or any other cause. Have you any such in the Outside Service?—I have one clerk in the Inside Service who is now very ill, and I have been deprived of his services for three or four weeks. His absence has put me back considerably in the work of the accountant's branch.

356. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—There is one; with that exception I know of no others whose services we could dispense with.

357. Do you find that the officers of your Department are up to the proper standard of intelligence and efficiency for carrying out such work as they are respectively required to do?—I do.

358. Are you satisfied with your Department as regards character, industry, fitness for work and capability for promotion?—As regards capability for work, I am satisfied; but as regards fitness for promotion, I am not prepared to admit that in all cases, supposing promotion would go by seniority, that you would have the best man by promoting the senior.

359. Are the salaries paid to the employés in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—I think they are. Of course we have many complaints from clerks that they do not get enough.

360. Are promotions only made of clerks, who, by reason of seniority, have arrived at the head of the class next below that to which the promotion is to be made, or are the most efficient men in that class selected?—As a rule they are; but there have been exceptions.

361. Are clerks below the 2nd class promoted as a matter of course when they have arrived at the head of their class—that is as regards salary—or are merit and the nature of their duties taken into consideration?—They are not promoted as a matter of course.

*By Mr. Barbeau :*

362. How are appointments made in your Department?—They are made by Order in Council on recommendation of the Minister.

363. Are you sometimes consulted when they are made?—I have not been consulted in any of the permanent appointments, that have been made in the Department.

364. Does not the present system of making appointments expose you to take very incompetent men?—I have to take them as they are appointed, of course. It does expose me to the danger suggested.

365. Has this happened?—In one case possibly we might have had a better man had I been consulted; but I think that the difficulty is that the appointments are made before the qualifications of the parties are ascertained. One man may be very

efficient when put at certain work, but he may be a very indifferent man when put at any other specialty. But I may add that, in my Department, the clerks are, as a rule, well up to the mark.

366. Has it occurred that strangers have been brought in while some of the officers already in the Service could have done equally well?—Yes.

*By Mr. White :*

367. Are there any duties in your Department which could be performed by clerks of a lower grade than the permanent clerks in your office?—There is a certain amount of labor of that nature to be performed.

*By Mr. Taché :*

368. Do you believe, or do you not believe, as a matter of fact, that the officers and clerks of the Civil Service, so far as you know, are as good a material for administrative purposes as is generally secured by the banks and other large institutions in the country?—I believe we have as good a class of people as those mentioned in the question.

*By Mr. Mingay :*

369. Are the Deputy Adjutants-General, Brigade Majors and Military Storekeepers of your Department on the Outside Service; and are they permanent appointments?—They are considered permanent appointments during pleasure of course; they are made by Order in Council, and are on the Outside Service.

370. Are their appointments made under any system as to age or capabilities for their respective positions?—They are made on the recommendation of the Minister of Militia.

371. Can you give the longest time of service, and the greatest age of some of the Deputy Adjutants-General?—As to length of service, 15 years is the longest period; as to age, the oldest officer is 65 years.

372. Is there any system of appointment of these officers as to age or capabilities?—They are appointed by Order in Council on the recommendation of the Minister. I am not aware of any regular system.

*By Mr. Brunel :*

373. What is your opinion as to the advantage of introducing into the junior ranks of the Civil Service young men who are likely to make the Service a profession and thereafter promoting them to such employment as they may be found best qualified to perform?—I think that would be a very good plan.

374. Do you consider it possible to devise a better method of making first appointments to your Department than that which has hitherto prevailed?—I think that, as a general rule, no permanent appointments should be made before the candidate has undergone an examination and a probationary term, but I would insist more on the probationary term than on the examination itself, because a man may pass a very brilliant examination and still fail in his probationary term.

375. Will you be good enough to explain what qualifications you propose to prove or test by probationary service which cannot be proved or tested by examinations?—There are special services that are sometimes required from clerks; for instance, in the accountant's branch you want a good accountant; in other branches you want good copying clerks; and I think that a candidate could manage to pass, by influence or otherwise, an examination, but would prove himself unfit to remain during his probationary term. I do not mean to say that I am against examinations, which I consider a very good test, and also a safeguard.

376. Please explain what you wish to be understood by the expression "by influence or otherwise"?—That he would manage to pass his examination, not entirely in consequence of the qualities he may have displayed, but perhaps he might be aided by the influence of some of his friends. Of course, the examinations might be carried on so very strictly that this sort of influence might be made to disappear entirely, but I am still of opinion that even if he passed his examination under the most favorable circumstances, it would be fair that the Deputy Head who is to employ him should have him first on probation.

377. Are we to understand then, that in your opinion the value of the examination would greatly depend on the character and ability of the examiners?—Not only on the character and ability of the examiners, but also on the mode of examination.

378. Would not a clerk on probation be as likely to obtain a permanency by influence as he would be to influence his examiners?—Certainly. Of course he can always be appointed by the Government, but if he proved in his probationary term to be totally unfit, it is not likely that he would.

379. Within your experience has there been many probationary appointments made to the Civil Service?—There has been one in my Department; and he has proved to be one of our very good men. I am not aware of what has taken place in any other Department.

380. What length of probation would you recommend?—I would recommend twelve months.

381. What precaution would you take for ascertaining the merit, character, health and habits of the candidate?—I think that can be found out by the daily intercourse with the candidate during the term of probation. Of course there may be other means of obtaining information from the outside.

382. What is your opinion as to instituting examinations of a competitive nature for promotions as well as for first appointments?—I think it a very good means of securing good appointments.

383. When there is a vacancy for which there are several eligible candidates, do you think it possible, by competitive examinations to select the fittest?—It would depend on the manner of the examination.

384. If a system for first appointments to and promotion in the Civil Service were established and rigidly adhered to, under which the higher appointments would, as a matter of course, be given to those who had proved themselves to be best qualified to fill them, would it, in your opinion, affect the Service favorably?—Unquestionably it would.

*By Mr. Barbeau:*

385. Is there any examination for admission into your Department?—No; there is none.

386. Would not a probationary system wherein clerks so admitted had previously passed a good examination be useful?—Of course; very useful.

387. Would the influence you have just mentioned be felt if there were a permanent Board of Examiners composed of able and independent men, not in any way engaged in politics and not responsible to Ministers for their certificates?—I think it possible to have such a system of examination that no influence could be brought to bear; such examinations as are followed in our Military College, or at universities. It is very easy to arrange so that examiners themselves do not know whose papers they are examining, and, of course, if such a system was adopted, the results of such examinations would be a great deal more to be relied on than ordinary examinations, to which I may have alluded in my previous answers.

*By the Chairman:*

388. Do you not believe that competitive examination conducted in the manner you have stated would raise the standard of ability in the Service?—I do.

389. Do you not believe that competitive examination combined with a period of probationary service and the abolition of political patronage would be the most efficient means of reforming the Civil Service?—I believe so.

390. Do you not believe that if such a system prevailed, the Service would secure the services of the best men the country can furnish, and that it would also secure their retention in the Service?—I do believe so.

*By Mr. White:*

391. Do you think that the permanent Head of a Department, if left perfectly free to make his own selection, could choose the most fit man to fill a vacancy in the higher positions without any competitive examination, and from the staff of his own Department?—I believe so; and if no proper person was found to fill the appointment, it would be his duty to report.



392. Do you not think that in the event of their being several employés eligible for a vacancy in a higher office, it would be more satisfactory if the fittest were selected by an independent Board of Examiners?—Perhaps it would be difficult to find a Board of Examiners who would know exactly what was required; but it would relieve the Deputy Head sometimes when the selection was very difficult to make. Having been in constant contact with the staff for a long time, I believe the Deputy Head is the best judge of the special qualifications that may be required, and if they can be found in the office without going outside he might report it.

*By Mr. Mingaye :*

393. Provided a judicious course of competitive examination for all classes before entering the Service were adopted, and the filling up of vacancies were placed solely in the hands of the Deputy Head of the Department where such vacancy existed, are you of opinion that the Civil Service, both Inside and Outside, would be benefitted by such a plan over the existing appointments and promotions by political patronage?—I believe the filling up of vacancies by the Deputy Head in the Inside Service would have a very beneficial effect under the circumstances mentioned in the question.

394. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—I do not know of any in the inside; outside there are cases of that kind, but in the case of paymasters, for instance, and others, the amount they receive does not compensate them for the whole of their time.

395. Have any of the officers or clerks in your Department, either in the Inside or Outside Service, been appointed to any municipal office of any kind in city, town or country?—I happen to know of one case in the Outside Service, but there may be more; the same conditions apply as in the previous answer.

396. Have you any newspaper correspondents in your office?—I believe there is one. I do not know that he makes a business of it, but think that he contributes to foreign papers.

*By Mr. Taché :*

397. Has it been the practice to take private secretaries of Ministers from the permanent staff of a Department, or, if otherwise, how are private secretaries appointed and for what time?—The appointments of private secretaries in my Department, as a rule, have been made by choosing from the staff. I think there has been one exception since I entered the Department.

*By the Chairman :*

398. Can you explain briefly the difference between your duties and those of the Adjutant-General?—The Adjutant-General is under the Major-General, who has to apply to the Minister for authority when any expenditure is required. The expenditure is either authorized or refused by the Minister or his Deputy, and the papers are returned to the General; but there is no similarity between the duties of the Adjutant-General and those of the Deputy of the Minister of Militia, who has the superintendence and control of the Minister's Office, the Store Branch, and the Account Branch.

399. What are the duties performed by the Adjutant-General?—The Adjutant-General, under the Major-General, has control of all matters connected with the force. There is a great deal of correspondence carried on from the different military districts; the whole of this correspondence does not come as far as the Minister, except when any question of expenditure is involved. The General has also to recommend the expenditure required in the different military districts. A great deal of correspondence is carried on in this way. The Adjutant-General is a very efficient man, and renders great service to the Department in consequence of his long experience.

*By Mr. Barbeau :*

400. Do the duties of Adjutant-General and Deputy Minister, in your Department, in any way conflict with each other?—Not in the least. Our Department is peculiarly situated being composed of two separate and distinct organizations, one of which is military, under the supervision of the Adjutant-General and the General

Officer commanding the Militia; the other, exclusively civil, administered like the other Departments of State.

*By Mr. Brunel :*

401. Is the Adjutant-General the mouth-piece of the Commander-in-Chief of the Canadian Militia, that is, does he speak and act in his name. Is the Major-General commanding the Canadian Militia, responsible for the acts of the Adjutant-General?—Yes; he is; he speaks to the force in his name in his military capacity.

*By Mr. White :*

402. I understand that the whole expenditure of the Militia Department is provided for by an annual vote of Parliament, and that such expenditure is voted under special items, within which limits it must be kept. Is this the case?—Yes; that is the case.

WEDNESDAY, 25th August, 1880.

The Commission met at 2 p. m.

COLONEL PANET'S examination was continued.

*By the Chairman :*

403. You have in the Outside Service a Deputy Adjutant-General over each District: How many Districts are there?—Twelve Districts: No. 1, with headquarters at London; No. 2, with headquarters at Toronto; No. 3, with headquarters at Kingston; No. 4, Brockville; Nos. 5 and 6, Montreal; No. 7, Quebec; No. 8, Fredericton; No. 9, Halifax; No. 10, Winnipeg; No. 11, Victoria; No. 12, Charlotte-town, P. E. I.

404. Will you please state the duties which they are expected to perform?—The Deputy Adjutants-General are in command of the forces in their Districts, and report direct to headquarters on any subject that may be referred to them in connection with the force.

405. Are there not Brigade-Majors also appointed in these Districts: Please state their duties?—The Brigade-Majors who are appointed in these Districts are supposed to assist the Deputy Adjutants-General in the discharge of their duties.

406. Are there not also storekeepers in each of these Districts under the Director of Stores. Will you please state their duties?—The storekeepers are in charge of such military properties as may be confided to their care, and also of the depot stores, comprising ammunition, clothing, &c., which it is necessary to keep in the different Districts for the use of the force. In most of the Districts, also, they act as paymasters.

407. There are also Inspectors of Artillery: How many are there?—There are two and one assistant. The Commandants of "A" and "B" Batteries ("A" Battery in Quebec and "B" Battery in Kingston) are Inspectors of Artillery, and Major Price Lewis, of Halifax, is Assistant Inspector.

408. Is not the Royal Military College at Kingston also in your Department?—It is.

*By Mr. Barbeau :*

409. How many men have the Deputy Adjutants-General severally under their command?—The following schedule gives all information in answer to that question.

## STRENGTH of Active Militia in Dominion.

Province.	Military District.	At 3 Officers, 55 Men per Troop, Battery or Company; Field Batteries at full strength, November, 1879.	
Ontario .....	1	5,376	} 20,351
	2	7,793	
	3	4,426	
	4	2,756	
Quebec .....	5	7,032	} 14,273
	6	2,486	
	7	4,755	
New Brunswick .....	8	3,287	
Nova Scotia .....	9	4,800	
Manitoba.....	10	310	
British Columbia.....	11	354	
Prince Edward Island .....	12	1,062	
"A" and "B" Batteries.....		305	
		44,742	

The above is the nominal strength of the force. In consequence of our reduced estimates, 42 men only per company are clothed, and when ordered for yearly training, 3 officers and 42 men per company are paid. This has the effect of reducing the force to 36,111 officers and men.

410. What kind of surveillance exists over the storekeepers to ensure their performing their duties?—They are directly under the control of the Director of Stores, and the Deputy Minister. They report monthly, and the Department is in daily communication with most of them; besides, there is a Board of Survey that assembles in each District every twelve months, and reports, after having examined all stores and books, whether they are satisfied that everything is correct.

411. What sort of check do you exercise to prevent unnecessary expense?—No expense whatever is allowed to be made unless previously authorized by the Minister. That is a standing rule of the Department.

*By Mr. Brunel:*

412. Are the duties of the Deputy Adjutants-General, Brigade Majors, District Paymasters and Military Storekeepers exclusively of a military character, or are they also considered as forming part of the Civil Service?—I understood that those form part of the Civil Service who are subject to the Civil Service Act; if so, these are not.

413. Is the Military College Staff under the control of the Department of Militia and Defence?—The Staff of the College is under the orders of the Commandant of the College, who, through the General, is responsible to the Minister.

414. Is that a purely military institution, or does it partake of a civil character?—It is a military institution.

*By the Chairman:*

415. Can you state how many clerks you have in the Inside Service?—There are fifteen clerks in the Civil Branch; in the Military Branch there are nine employes including the Adjutant-General.

*By Mr. Mingaye:*

416. Is the Adjutant-General a military officer only in the same sense as applied by you to the Deputy Adjutants-General?—He is essentially a military man, and he commands the force in the absence of the Major-General.

*By Mr. White :*

417. Are there any temporary clerks in your Department?—No; none.

*By Mr. Mingaye :*

418. Promotions in your Department being made by Order in Council and not by following a regular rule, has it a tendency to discourage the officers and demoralize the Service?—I think it has.

*By Mr. Barbeau :*

419. To what extent has the Civil Service Act been in your Department observed?—It has been generally observed, except in some cases of appointments and promotions.

*By the Chairman :*

420. What, in your opinion, are the merits of a system of superannuation?—I am of opinion that it is a great boon to the Civil Service; and I am sorry that I have not been able to induce the Government to allow some of the Outside Service to come under the operation of the Act.

*By Mr. Mingaye :*

421. Is the Adjutant-General entitled, on proper length of service, to superannuation?—He is.

422. Does the fact that Deputy Adjutants-General, Brigade-Majors and Military Storekeepers are not entitled to receive superannuation allowances have a tendency to prolong the employment of such officers beyond an age at which they can properly perform their duties?—I think it has; it is very hard to displace men that have been in the Service for a great many years. They may become of no use and yet have to be retained because they cannot be superannuated.

*By Mr. White :*

423. Do the clerks in the Adjutant-General's office contribute to the superannuation fund?—They do.

*By the Chairman :*

424. Are you satisfied with the state of discipline in your Department?—Yes; I am, as a rule.

425. Is there any penalty attached to breaches of discipline?—Yes; the Civil Service Act provides for that, a clerk may be suspended.

426. When a clerk is suspended, does he as a rule lose any part of his salary if he is re-instated?—He does as a rule.

*By Mr. Brunel :*

427. Has this rule ever been enforced in your Department?—It has not to my knowledge.

428. Has there ever arisen any case in your Department in which the Service would have been benefited by enforcing it?—There has been only one such case in my Department since I entered office; a clerk who was suspended had, I considered, forfeited his pay for a month; he, however, was allowed it under such circumstances that it is a question whether it was not better for the Department to make the allowance in his case.

*By the Chairman :*

429. Do you not believe that if the penalty was regularly enforced it would be desirable, and that it would have a beneficial effect on the Service?—If it was understood that this penalty was to be enforced, it would have a very good effect in the Service.

This concluded Col. Panet's evidence.

Mr. JOHN DEWE, Post Office Inspector, was examined.

*By the Chairman :*

430. What is your position?—I am Chief Post Office Inspector.

431. How long have you been in the Service and in your present position?—Thirty-seven years in the Service; ten in my present position.

432. Will you be good enough to state your opinion as to the expediency of establishing competitive examinations for first admission into the Civil Service of Canada that shall be imperative alike on the executive and the candidates for employment?—I could not answer on the spur of the moment, and will reply at a future time. (The answer put in is as follows):—

To the various questions put before the Chairman of the Civil Service Commission to which I did not care to reply at the moment, I beg to make the following reply:—

These questions embrace two leading and important points for consideration:—The first—What is the best mode of selecting employes for the Public Service?—The second—What is their proper mode of treatment after selection?

As regards “mode of selection,” taking it for granted that the object is the employment of the best and most efficient men, I think the principle of competitive examination would prove equally advantageous in Canada as experience (the surest guide) has shown it to be in England. The competitive examination to be open to all young men, say between the ages of 16 and 25, who could furnish certificates of physical health, moral character, intelligence and education.

The certificates as regards physical health to be signed by a medical man, and as regards moral character, intelligence and education by two or more citizens of recognized standing—it being optional with the candidate to submit at the same time such other testimonials as he may desire to furnish.

The examination to be conducted by thoroughly competent and independent men, and to embrace such subjects as are included in a common school education, such as spelling, reading, grammar, writing, composition, arithmetic, geography, history and elementary science.

The candidates, however, should they desire it, to be open for examination in the higher branches of education, as also in drawing, short-hand, telegraphy and other subjects, a knowledge of which might, in the event of their appointment to certain positions in the Civil Service, be found necessary or useful.

Regard should also be had to any special qualifications which the candidates may possess for particular duties in any branch of the Public Service.

For the sortation of letters and papers in a post office, for example, a good memory is essential; for correspondence, a good hand-writing and a facility for composition; for book-keeping and accounts, a good hand-writing, knowledge of figures, and rapidity of calculation.

It should further be borne in mind that the qualities most needed are good practical ability, intelligence and industry, and that these qualities, combined with a fair common school education, are much more likely to make a valuable public servant than a high class education where these qualities are deficient or altogether wanting.

I feel it right, however, to add, in connection with the question touching on the point, that a superior educational training should have the general effect of increasing the power for acquiring and assimilating knowledge and promoting the general efficiency of the candidate.

If, on account of political considerations, the principle of competitive examination to the complete exclusion of what has hitherto been known as patronage should be thought difficult of application, I think that a thorough and effective examination should be made an essential condition of employment in the Civil Service; and this, if systematically carried out, would, I believe, go far towards improving its organization and condition.

As regards the mode of treatment after selection, I would respectfully suggest:

That each clerk on appointment should be considered as a probationary clerk.

That at the end of a year, provided no reason exists for earlier action, his immediate head should report on his conduct and efficiency.

That if found incompetent, satisfactorily, to perform the work assigned to him his services should be dispensed with.

That if found thoroughly competent to do the work assigned to him, he should be placed in the lowest class, in which he would receive say \$400 per annum, with a yearly increase of \$50 until he attained a salary of \$800.

That the annual increase of his salary should depend entirely on the satisfactory performance of his duties.

That any clerk selected on account of his efficiency for the performance of higher or more responsible duties, should be advanced one, two, three, or more, years as regards length of service, so that he would obtain a larger increase to his pay than he would have received by the ordinary annual increment; it being understood, however, that in the selection of the clerk to whom such higher duties may be assigned, the principle of seniority, other conditions being equal, shall be strictly adhered to.

That no clerk should be promoted from a lower to a higher class, unless he had obtained a thorough knowledge of the work in which employed, and proved himself capable of satisfactorily performing such higher class of duty as might be required of him.

That each clerk should be afforded opportunity of studying and becoming thoroughly conversant with the practical operation and detail of work in the department in which he may be employed, so that he would be able not only to do the particular duty assigned to him in an intelligent manner, but render himself competent to fill the higher positions in which vacancies might arise.

The advantages of this system would be :

That all would enter the Service on the same footing.

That each clerk by good conduct and a satisfactory performance of his duties, would be sure of obtaining for the first eight years of his service, an annual increase of \$50 to his income.

That by the hope of a more rapid advance and promotion to a higher class, emulation would be excited, and such good qualities as each clerk might possess stimulated and developed.

That the able and industrious would fill the higher positions, do the more important work and receive the higher pay, while men of inferior capacity would be confined to the lower positions, do inferior work, and receive a lower compensation.

Some such plan as the above would, I believe, if fairly carried out, effect in the course of time a vast reform in the Civil Service of the Dominion, greatly reduce its cost, raise its standard as regards ability, and secure the permanent services of good and efficient men.

433. What is your opinion as to the value of exacting probation from clerks?—I think it is very well to have probation, because it is very necessary to know what a man is and what he can do.

434. Have any of what may be called the *prize* appointments in your Department been given to outsiders or to men who were comparatively new in the Public Service?—Yes; that has been the case.

435. Was that because there was no one in the Service fit to fill the place or places?—No; certainly not.

436. How do such appointments affect the efficiency of the Service?—Generally speaking, I should say they have a very bad effect on the efficiency of the Service.

437. How are post office inspectors selected: Are they generally men who have previously acquired experience in the other branches of the Post Office Service?—No; not recently.

438. Do you think it would be an improvement on the present system if this class of officers were subjected to competitive examination?—I think to a certain extent it would, but I would have the selection of such men rest chiefly on their antecedents and on their capacity for the work they would have to perform.

439. What qualifications do you consider essential for a post office inspector?—Experience in, and a thorough knowledge of all the details of, the Service; industry, intelligence, good judgment, firmness of character and tact.

440. Will you be good enough to state, in some detail, the nature of the duties performed by post office inspectors?—They have within their respective divisions superintendence of the postal service, including the railway mail service; they inspect the offices under their charge; make enquiries into all applications for new offices; establish new offices when sanctioned; enquire into applications for changes

in mail service, and into cases of the loss of, or abstraction from letters; investigate irregularities of all kinds; make out mail contracts; make out postmasters' bonds; prepare, each quarter, pay-lists showing amounts due to each contractor within their division; and generally attend to anything else requiring their supervision.

441. Would not previous employment in the Service and promotion step by step be a valuable means of educating an officer for employment as inspector?—Certainly it would.

*By Mr. Taché :*

442. Is or is not your present staff of inspectors efficient, and is or is not that part of the service well performed?—I think, generally speaking, the inspectors are fairly efficient. As to the service, in some divisions it is very efficiently done; in some others not quite so efficiently.

443. What are the principal duties of a postmaster in such a Post Office as Toronto or Montreal?—His principal business is having general supervision of all the duties of the office, correspondence, the preparation of reports to the Department, the signature of official accounts, and the enquiry into any irregularity which may occur in his office.

444. As a rule, have these appointments been given to persons who have previously been in the Service, or have they more frequently been given as a reward to active politicians?—Of late they certainly have been given to outsiders who have had no previous connection with the Department.

445. Has the possession of some special knowledge of post office business heretofore been considered as an indispensable qualification for such appointments?—No; it could not have been when men were appointed who knew nothing about the business of the position.

*By Mr. White :*

446. Do you think it would tend to increase the efficiency of the Service in City post offices, if, when vacancies occur in the class of sorters, they were filled by the selection of qualified letter carriers instead of by men from outside, who have had no post office training?—Most decidedly I think so.

447. In a communication addressed by the Secretary of the General Post Office, London, to the Civil Service Inquiry Commissioners, dated July, 1875, it is stated that as regards postmasterships to which the Postmaster General appoints, of which class there are about 280, with salaries ranging from £100 to £1,000 a year, the appointments are made by selection from the ranks of the whole Post Office Service; do you think it would tend to increase the efficiency of the Post Office Service in Canada if appointments to postmasterships of incorporated towns and cities in the Dominion were made upon the same principle?—I believe it would.

*By the Chairman :*

448. Are there not now officers in the service of your Department who are so deficient in qualifications that they could hardly be expected to act as Messengers?—I cannot call any to memory at present.

449. Have you any duties in your Department that require knowledge of a technical character?—Yes; for instance, there is a draughtsman attached to my office who prepares maps, and he must have technical knowledge.

*By Mr. Barbeau :*

450. Is the increase of staff, for two or three years back in your Department out of proportion with the increase of business? This alludes to Outside Service?—Referring to the whole Outside Service, I think it is.

451. Please say in what manner?—I think that in some divisions there are more Railway Mail Clerks than are necessary. I also think that in some of the Inspectors' offices there are more clerks than are required.

452. Could you state how many such clerks you have, and to what class they belong?—I could not state that without further enquiry. [The further reply of Mr. Dewe is as follows:—I am unable to state how many clerks are at present employed in the Outside Postal Service more than are actually necessary for the performance of the work required. I believe, however, that a reduction could be made, both in

the number of railway mail clerks and the number of clerks employed on the staff of some of the inspectors, without in any way impairing its efficiency.]

453. Have you any clerks in the Outside Service, who from old age, bad habits, or continued idleness, have become unavailable for useful purposes?—I will answer that in a future communication. The answer is as follows:—There are clerks in the Outside Service whose efficiency, by reason of old age or bad habits, has been greatly impaired, but who, perhaps, could not be considered as altogether unavailable for useful purposes.

454. Have young men been appointed who, from want of education or strength of constitution or general unfitness, have not made and will never become efficient public servants?—I recollect at the moment some cases in which such appointments have been made in the Outside Service. I think some of the parties have left the Service. I think nearly all have been got rid of.

*By Mr. White :*

455. Do you think that, as a rule, the junior clerks in City Post Offices are sufficiently well educated to enable them to perform their duties satisfactorily?—I think so, as a general rule. Of course there are some who ought not to be there; but generally their education is fitting for the work.

*By the Chairman :*

456. Are any of the officers or clerks in your Department engaged in business outside their office, and for which they receive payment?—I cannot call to mind at the moment any cases of that kind.

457. Is there any penalty attached to breaches of discipline?—In some city offices small fines are imposed for breaches of discipline, or omission to perform duty, or carelessness or irregularity.

*By Mr. Barbeau :*

458. Have promotions been given to seniority or to merit?—As a general rule promotions have gone by seniority or length of service.

459. How, to your mind, should promotions be made so as to be beneficial to the Public Service and encouraging to meritorious officers?—I could answer more satisfactorily on consideration. [The answer to this is in the paper furnished in reply to 434.]

460. Do you not think that increase of salary should be given to merit only?—[The answer is in the paper furnished in reply to 434.]

461. Has the Civil Service Act been observed in your Department as applied to the Outside Service?—In some respects it has not.

462. Do you think a methodical record of each employe's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—I think so.

463. Do you not consider that a scale of salaries increasing from a minimum to a maximum by an annual increment for each class has any advantage over a scale fixing the salary of each class at a given amount without reference to length of service in the class?—[Answer embodied in reply to 434.]

*By the Chairman :*

464. Do you think the salary should be low in earlier years of service, and rise more rapidly as the clerk gets older, his responsibilities in life increase and the value of his experience becomes greater to the Service?—[Answer embodied in reply to 434.]

465. Have you any knowledge of the operation of the present superannuation system?—I have never studied or thought much of the matter.

466. Are there within your knowledge any cases of injustice or hardship in the operation of that system?—I cannot call to mind any.

467. What, in your opinion, are the merits of a system of Superannuation?—I think the principle of superannuation is good; it is a reward for long and faithful service, and an inducement to remain in the Service.

468. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased Civil Servants?—I think it would.



469. Do you think it practicable to combine with a system of Superannuation such, for instance, as that now in operation in Canada, any plan for giving an annuity to widows and children of deceased officers of the Civil Service without imposing either upon the Government or upon the members of the Service so heavy a tax for its support that neither the Government nor the Civil Service would be willing to bear it?—I am not prepared to answer that question without much consideration.

470. Have you had any occasion to consider the operation of pensions to wives and children of deceased public servants in other countries?—No.

*By Mr. White:*

471. Do you think that there would be any difficulty in selecting from the ranks of the Post Office, men fully qualified to fill the highest positions in the Outside Service of the Post Office?—No; I think there would be no difficulty whatever.

The Commission adjourned at 6 p. m.

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FRIDAY, 27th August, 1880.

The Commission met at 10.30 a. m.

Mr. DEWE's evidence was continued.

*By the Chairman:*

472. You state that the examination of candidates should be conducted by thoroughly competent men? Do you mean a Board of Commissioners composed of men free from political bias?—Certainly; and free also from any political influence. As to their appointment, I should like to see the Board appointed as the Auditor-General is appointed, so that it should be as free as possible from political influence.

473. Should all appointments for the Civil Service be vested in these Commissioners, and should they be responsible therefor?—All probationary appointments certainly should; the subsequent confirmation of such appointments being dependent on the report of the superior officer. I should like to see the Civil Service Commission as free as possible from the influence of the administration of the day; and would strongly recommend any plan by which this end could be attained. It might possibly be accomplished by the appointment of the Commissioners in the same way as the appointment of the Auditor General.

474. Under such a system as you have described in your previous answer, in whose authority should the dismissals be put?—By Order in Council.

*By Mr. Brunel:*

475. Is it not as necessary to remove the promotion of civil servants beyond the influence of politics as it is to keep first appointments clear of such influences?—Certainly.

476. How would you obtain a reasonable certainty that such promotions would not be given for other considerations than established merit?—You must depend on the honesty and fairness of the proper officer in making these recommendations. I do not see what guarantee could be obtained against the possibility of these recommendations not being placed fairly before the Government.

477. Are you quite satisfied that Deputy Heads of Departments can be kept clear of extraneous influences?—At present I do not think they can be.

478. Why could not the machinery that would be afforded by the establishment of such a Civil Service Commission as you suggested be utilized as a sort of buffer between the chief officers of Departments and any undue stress that might be put upon it?—I think it possible it could be; but that is a matter that would, of course, require a good deal of consideration.

*By Mr. Mingaye:*

479. Supposing Commissioners were appointed as mentioned by you, would it not tend to regulate promotion by merit, and be a security against its abuse if the following system was adopted:—When there is a vacancy in any class the chief clerk,

or other immediately superior officer, should furnish the Deputy Head of the Department with a return of the names of a certain number (in no case less than three) of the clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Deputy Head should make what remarks he thinks proper upon the list, and should then submit it to the Minister to select the person to be promoted?—I think that plan would tend to the selection of the best men for promotion.

This concluded Mr. Dewe's evidence.

Colonel POWELL, Adjutant-General, was next examined.

*By the Chairman :*

480. What is your position?—Am Adjutant-General.

481. How long have you been in the Service and in your present position?—Since April, 1875; prior to that I was Deputy-Adjutant General from August, 1862.

482. The administration of the Militia Department embraces civil as well as military duties?—It does.

483. Do the duties of your office appertain to both: Will you kindly state to the Commission the nature of the duties you have to perform?—I am the channel of communication between the force, the Military College, the Schools of Gunnery, and the Department, and have a general supervision of the militia throughout the Dominion. My duties include those which in other countries are subdivided among the Adjutant-General, Quarter-Master-General, Medical, Commissariat, Clothing and Transport Officers. The detail would occupy a good deal of space in the statement. I may refer to the Report of Sir Selby Smyth for 1877, p. 23, for fuller particulars. The military portion of the Department is analagous to that which prevails in England between the War Office and the Commander-in-Chief.

484. How are first appointments made in your Department?—They are made by Order in Council on the recommendation of the Minister, in the Inside Service; and the same rule applies to all the Staff in the Outside Service. The militia appointments throughout the country are made on the authority of the Minister.

485. Is there any examination for admission or promotion in your Department?—All the clerks in the office are governed by the rules of the Civil Service, but are not subject to any examination so far as my branch is concerned. In the active force all officers have to qualify by examination for promotions. The regulations under which they have to qualify are published in the militia regulations. See Para. 69 to 84.

*By Mr. Barbeau :*

486. Is the Board of Examiners considered quite independent of influences of a departmental or political kind?—Yes.

*By the Chairman :*

487. Do you not believe that a competitive examination applied to your Civil Service Department, regularly and effectually administered, would be very beneficial?—I dare say it would in many cases, but it would not be effectual in my office, where technical knowledge is to some extent necessary. I refer, of course, to the educational test. The examinations for the militia force are not wholly of an educational nature, but appertain to the nature of the duties to be performed by the persons examined.

*By Mr. Brunel :*

488. What are the technical subjects of which a knowledge is required by employés in your branch of the Service?—They should have a knowledge of military subjects. It does not follow that a good copyist will make a good administrative officer.

489. Cannot technical knowledge be ascertained by suitable examination carried on with that end in view and by competent persons?—Yes.

*By the Chairman :*

490. Do you think that competitive examination in the civil branch of your Department, conducted by competent examiners, having in view the duties which the candidate may have to perform, would improve it?—Yes; I think so, decidedly.

*By Mr. White :*

491. Do you think that if the clerks in your office were thoroughly examined in such subjects as you might prescribe before appointment, and only such appointed as passed satisfactorily, you could reduce the number of your staff?—Yes; I think so.

*By the Chairman :*

492. Have you a larger number of officers in the Inside Service than are required to carry on the work of the Department?—As now qualified, I do not think so.

493. Have you any officers in the Inside Service who are unfit for service from ill-health or any other cause. Have you any such in the Outside Service?—I am not aware of any who are wholly unfit.

494. Are the salaries paid to the employés in your Department fairly proportioned to the duties performed by the clerks or others to whom they are paid?—Yes; I think so; so far as the existing system permits.

495. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or whose services might, with benefit to the Service, be dispensed with?—No; not at present.

496. What is the practice as to promotion and increase of salary?—It is the same as applies in the Civil Service generally.

497. Are promotions and increases of salary always made on the ground of merit?—It should be so.

*By Mr. Taché :*

498. Are we to understand that your opinion is that each Department has to be administered by a class of officers differently chosen on account of the various duties entrusted to each of them, and to each branch thereof?—Yes; I think so, decidedly.

*By Mr. White :*

499. Is it the practice in your Department to assign special duties to the clerks of the first and senior second class, or do these officers attain their classification and salary by mere length of service?—As a rule they do by length of service.

*By the Chairman :*

500. Are promotions made from officers already in the Service, or are outsiders sometimes appointed to vacancies which might efficiently be filled by those already in the Service?—We have only had two appointments in the Inside Service in six or seven years, and they have been from the outside world; we had no one in the Department to fill these positions. In the Outside Service there has been no increase to the staff, nor has there been any occasion requiring an increase.

*By Mr. White :—*

501. Is it the practice in your Department (Inside Service) to require from you any report as to the efficiency and character of a clerk prior to his promotion to a higher class?—Yes; certainly.

*By Mr. Brunel :*

502. How was the superior fitness of the gentlemen who were appointed from the outside ascertained or vouched for?—I have no knowledge of that; I asked for assistance in the Department and had to remain content with the gentlemen who were appointed.

*By the Chairman :*

503. With a proper system of examination for first entrance into the Service do you not think that you would then secure the best material for filling vacancies when they occur, and that the work of your Department would be more efficiently and economically performed?—Yes; I think so.

*By Mr. Barbeau :*

504. I see from a report furnished the Commission that Military District No. 8 is composed of 3,287 men; No. 9, 4,800; No. 10, 310; No. 11, 354; No. 12, 1,062.

Is there at the head of each of these Districts a staff of officers like that of other larger Districts?—Yes; Nos. 8 and 9 have a Deputy Adjutant-General and a Brigade Major; Nos. 10, 11 and 12 have only a Deputy Adjutant-General. The strength of the force in each of these Districts is the quota for each based on population, but, owing to the extent of territory, it is considered that an officer of experience should be retained in each of these Districts.

505. Is there much difference in the expense of the smaller and larger Districts as regards pay of staff and officers?—The proportion of the expense of the staff in the larger Districts as compared with the force would be less, of course, than that in the Districts having a smaller force.

*By Mr. White:*

506. Do any of the officers connected with your Department require to travel in the performance of their duties: If so, what is the allowance to these officers when travelling?—All the officers connected with the military branch of the Department require to travel in the performance of their duties. Their transport and hotel expenses are paid whenever employed on the Public Service. The General and his Aide-de-Camp are allowed their transport expenses, and they have a fixed allowance per diem for hotel expenses: \$5 for the General and \$3 for the Aide. The officers are required to certify in every case that the expenses claimed for have been actually and necessarily incurred in the Public Service.

This concluded the evidence of Col. Powell for the day.

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### THE TORONTO POST OFFICE.

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TORONTO, 15th September, 1880.

The Committee met at the Post Office on Wednesday, September 15th, at 10 a.m.

Present:—The Chairman, Mr. Brunel and Mr. Mingaye.

507, 508. Mr. Matthew Sweetnam, Post Office Inspector of the Toronto division was requested to attend before the Committee. He was requested to furnish a list of the clerks of the Department, the date of entering the Service, their ages, duties and salaries. Mr. Sweetnam detailed the duties of his office and the extent of his jurisdiction; also, gave information as to the duties of railway mail clerks and their allowances.

509. Mr. Sweetnam has been in the Post Office Service since 1852. His first appointment was at Toronto, that of Assistant Postmaster. On 13th June, 1857, was appointed Post Office Inspector of Kingston Division. On 1st July, 1870, was made Inspector of the Toronto Division.

My duties as Post Office Inspector may be summarised as follows:—

A general superintendence over the several post offices and the mail service within the Toronto Postal Division; to examine and report upon applications for new post offices, for increased mail service, Money Order and Savings Bank offices; to investigate complaints made against postmasters, mail contractors and other post office employés; to examine into cases of losses or supposed losses of letters and mails; to open new post offices, and to transfer post offices to newly appointed postmasters; to instruct postmasters with reference to their duties, and to see that these duties are properly performed; to arrange for the proper performance of travelling post office duties, and to superintend the operations of the railway mail service, including the railway mail clerks connected therewith. Bonds supplied by the postmasters and contracts by the mail contractors are prepared in this office; the mail contractors' pay lists and vouchers are also made out; cheques are issued from this office to money order postmasters who are not supplied with bank credits for the payment of money orders drawn on their respective offices, and a variety of other routine post office work.

In connection with these duties, I have the assistance of an Assistant Inspector and six other clerks. The office work, in which I am assisted by the staff alluded to, represents a very large correspondence with the Postmaster General's Office, the postmasters, mail contractors, railway mail clerks and the general public within the bounds of the Toronto Division.

The inspection of post offices and other outside duties require my absence in various parts of the Division from ten to twelve days per month.

510. Appointments to my branch are made by the Postmaster General after application from me, in case of vacancy. Notice is sent to me from the Department of the person who is to fill the vacancy.

I do not think the persons appointed are, as a rule, appointed for special qualifications for their required duties.

511. If the person appointed proved incompetent I would report to that effect to the Head of the Department, unless I could find a place for him that would be in keeping with his abilities.

512. I have not had too many on my staff at one time. It is not often that I have to request additional clerks, and men are seldom sent without being asked for; sometimes, however, that has occurred. I only remember one case of this kind recently.

513. My staff at present embraces the Assistant Post Office Inspector and six clerks. The work could not be properly done with a smaller staff. Three of these clerks are capable of performing the general duties of the office; the other four serve as copyists and in the performance of routine work. It would be of decided advantage if a larger proportion of the clerks were educated men and thoroughly competent to deal with the work of an inspector's office.

514. The chief benefit would be to relieve the other and older men of much onerous work, and to equalize the labor of the office.

515. In view of the peculiar duties assigned to the Post Office Inspector's Office, it is of great importance that the clerks should be persons who have had considerable experience in post office work, for without a post office education they are not in a position to understand and deal with the various matters of detail handled in the Inspector's Office. In addition, the selection of clerks in the Inspector's Office from city post offices and the railway mail service, would afford the opportunity of selecting competent men for the performance of the exceptional duties alluded to.

516. I think an examination previous to appointment would be of service. At present there is no such test at all.

517. Three of my clerks are fitted for their work; the other four are scarcely fit for the higher duties of the office. These latter were appointed without reference to qualifications so far as I know.

518. The salaries are correctly adjusted in my branch with reference to duties. I see to that. Most of the appointees come in on the lower salaries.

519. If one of the better qualified men before referred should drop out, under the present method of appointment a new man of very slender qualifications might be appointed to fill a vacancy on the staff, but he would not necessarily take the salary of his predecessor, nor perform his duties.

520. There is but one man on the staff that I am inclined to refer to as being incompetent from any cause. The gentleman in question, for the past three years, has been in very poor health and has not been able to perform any reasonable measure of duty during that period. He is himself quite willing to be superannuated, I think. If this were done, none of the three junior clerks are competent to perform the duties which are assigned to the clerk referred to. The duties of this office are now distributed among senior clerks, I taking my share of them.

521. In filling a vacancy of the kind mentioned, I would first ask for the standing of the candidate at a competitive examination. My next step would be to ascertain if he had any previous post office experience. If he had, I would find out how far his knowledge of this work extended; and then I would be governed somewhat by the general appearance of the man. I would undoubtedly take the man who seemed to

me to be the most competent, and who had the most post office experience. It would be difficult to find a fit man for an inspector's office without previous post office experience.

522. My opinion is that a system of promotion in the Service which would prevent the unnecessary introduction of outsiders over the heads of fit men, would be a benefit to the Service. Owing to the want of capacity and fitness for promotion, of the three clerks who are junior of the one referred to for superannuation, I would be unable to recommend either of them for promotion to the vacant place, a result which no doubt arises from the appointment of clerks in the first place who have not the ability to deal with the more important duties of the office.

523. I am of opinion that all clerks entering the Service should begin at the lower rank after an examination as to fitness and due probation. As to promotion, I am of opinion that all promotions should be for the special fitness, as well as for past faithful services, of the person promoted.

524. A very safe plan in case of promotion would be for the head of the branch in which the promotion was to take place, to report to the head of his Department.

525. There is no record of zeal and fitness for promotion in my branch, but there is a record of good or bad conduct forwarded periodically to Ottawa. This record would not be the best guide to a decision in case of promotion. A complete record of the conduct and fitness of clerks would be of use in guiding the authorities in cases of promotion.

526. As to the railway mail staff: On the whole the staff is efficient. The clerks are selected, just as other clerks are, by the Postmaster General. I do not think the present system calculated to give the Service the best men. They are mostly appointed outside, without previous post office service.

527. In regard to the increment of salary, the theory is that it is a reward of good conduct, but it has become almost a matter of course. It is not given, however, invariably for length of service, but a good report and record are required. Clerks generally begin at \$400; it usually takes twelve years to arrive at the position of a 1st class clerk.

Railway mail clerks are paid and classified upon the following scale:—

Class.	On appointment to class.		After 2 years' service in any class of railway mail clerks.		After 5 year's service in any class of railway mail clerks.		After 10 years' service in any class of railway mail clerks.	
	Day duty.	Night duty.	Day duty.	Night duty.	Day duty.	Night duty.	Day duty.	Night duty.
3rd Class .....	\$480	\$600	\$520	\$640	\$560	\$700	\$640	\$800
2nd Class.....	600	720	640	800	720	880	800	1,100
1st Class.....	720	880	800	1,000	880	1,100	960	1,200

This scale was adopted by the Department on the first organization of the railway mail clerk system in 1855, and was embodied in the Civil Service Act of 1857. Since the 1st March, 1873, railway mail clerks, in addition to their ordinary salaries, have been allowed one-half cent per mile travelled while on actual duty.

Usually railway mail clerks, after two years' service, are promoted to the second class, with a salary of \$640, and if employed on night duty are allowed at the rate of \$160 per annum. This salary is continued until the clerk reaches five years of service from the date of his appointment, when an addition of \$80 is granted to him. At the

end of ten years' service his salary is increased to \$300, with the rate of night duty allowance also increased from \$160 to \$200.

After twelve years' service a railway mail clerk may be promoted to the first class, with a salary of \$960; and if employed on night duty an allowance of \$240 per annum.

The night duty in this division is only performed on the Grand Trunk east of Toronto; and no clerk makes more than seven trips per month on night trains, so that each clerk at the end of a year does not receive upon an average more than one-half of the night allowance stipend.

528. The difference in the salaries of the mail clerks does not necessarily indicate a difference of the duties performed by the clerks. Those who get the higher salaries have been longer in the service. Those who get the lower salaries know they will obtain the higher salaries, if they conduct themselves, in the proper time. A fair proportion of railway mail clerks could be made country postmasters, and would be fit for promotion in the Department in other branches. The hope of such promotion would be an additional incentive to industry and good conduct. The present grading of the salaries has a tendency to bring in young men, and that is desirable.

I do not think that it would be advisable to have the service done by clerks all on the same salaries.

529. The prizes of the service should certainly belong to the service itself, and should be given for proved merit.

530. To make the railway service a field for promotion from the post-office would be difficult. The bulk of the city post-office clerks would, if they could, enter the railway mail service.

531. The work of the clerks in the railway mail service is done under severe pressure. A railway mail clerk on the principal lines is forced at times to do in one hour what a city post office clerk would take two hours to perform.

532. The salaries paid the railway mail clerks, no doubt, involve the consideration of the risks of the life and the high pressure of the work.

533. The work of the clerks on some roads is not so hard as on some others. A thousand miles per week is considered as much duty as a clerk should be required to perform. The night service is especially severe on the clerks. The day's and night's work is usually a very long one on the principal lines. Night allowance is given to clerks who are on duty on night trains in addition to salary, according to the rules of the Service. The health of the men need not necessarily be injured. As a rule, the clerks are in good health.

534. There is no provision for pension in case of accident. The men must take the risks of the life. The Department does not stop the pay of men temporarily injured in the Service.

535. In the railway mail service at least two distinct classes should exist to preserve the practice of promotion for faithful service.

536. A system of fines and penalties for misconduct and breaches of discipline would be a proper and prudent system to adopt in the post office service. I have never known any case of permanent reduction of rank for misconduct. I have known one case of temporary reduction of rank; it worked admirably. The money fine is, in my opinion, the best means of preserving discipline.

537. The hours of service in my office are from 9:30 a.m. to 4:30 p.m.

538. An attendance book is kept in the office. It is a useful record of attendance.

539. None of my clerks are engaged in business other than that of the Department.

540. The system of superannuation at present existing seems to me to be a very useful means of retaining men in the Service. As a measure of economy, it enables the authorities to get rid of inefficient men to whom full salaries were paid, but who were not capable of giving efficient work.

The Committee adjourned at 6 p.m.

THURSDAY, 16th September, 1880.

The Committee met at 10 a.m.

Present—The Chairman, Mr. Brunel, and Mr. Mingaye.

Mr. T. C. PATESON, Postmaster of Toronto, was examined :—

*By the Chairman :*

541. How long since you were appointed?—A little more than a year and a half.

542. Can you give the number employed in your office of various classes of clerks and carriers?—The postmaster and his assistant and forty-two clerks of the 1st, 2nd, 3rd and 4th class. Five 1st class, nine of the 2nd, twenty of the 3rd, and thirteenth of the 4th class; the superintendent and assistant superintendent of carriers and forty-four carriers under them; a caretaker and assistant caretaker; four porters.

543. Do you find the number larger than is necessary for the duties to be performed?—Certainly not. We have, on post office work, to keep on duty a staff equal to the maximum strain. The public cannot be kept waiting for letters. A distribution that could be done in an hour by four hands must be done in half an hour by eight hands. The work is and must be done with a rush. This applies to outgoing as well as incoming letters. It may be said that a private firm could do the work with less hands, and perhaps that is true; since it seems to have been adopted as a principle by Government that eight hours a day is a full day's work for a Government clerk.

*By Mr. Mingaye :*

544. If clerks in the post office were required on appointment to work twelve hours per diem instead of eight, at the same salary, and with the same chances of promotion, would there be any difficulty in getting such clerks?—We should, in my opinion, get a lower class of clerks. There are men who would accept positions on any terms. The senior clerk in the post office has been over 25 years at the work and has only a salary of 1,400 per annum. Under these circumstances a very good class of men cannot be expected to apply for clerkships, and if such get into the Service they frequently resign.

*By Mr. Brunel :*

545. Is there any valid reason why higher promotion in the post office service should not be open to the senior clerk and others who are qualified?—The only reason that I am aware of is that high prizes are rare in this country, and any Government requires political patronage.

546. Do you think the exercise of such patronage for political objects has either a good or bad effect in the quality of the material entering the Service?—I do not think it would occur to any young lad entering the Service to consider that he might be made postmaster. That consideration might effect his remaining in the Service.

*By the Chairman :*

547. Have you any clerks who, from any cause such as old age, bad habits, indolence or incapacity, are unfit for their duties?—No; I think not. There are some carriers whom I have recommended for superannuation, but my recommendation has not been carried out. The men are over the statutory age for service.

548. Are the salaries paid to the various clerks in the different classes in proportion to the duties performed?—No; rather in proportion to length of service. I mean that there may be four men doing precisely the same work and all drawing different salaries, the senior drawing the most money.

*By Mr. Mingaye :*

549. Are clerks in your office raised from time to time from 3rd class to 2nd class, and afterwards to 1st class, and are the 1st class clerks receiving the higher salaries placed at work in any way different to that done by 3rd class clerks, or are their services of any more value than that of a good 3rd class clerk?—There are in-



stances in which a 1st class clerk is doing the same work as a 4th class clerk, and his services are of no more value than those of the latter. The work of the office is too uniform to avoid something like this occurring. Promotion arises, as a rule, purely from seniority. There are places in the post office to which, when men are appointed with regard to fitness, the step is looked on as promotion.

*By the Chairman :*

550. What have been the ages of the clerks recently appointed to situations in your office?—Shortly after my own appointment I wrote to the Department urging that only lads from 17 to 21 should be appointed as clerks, as I found the work was chiefly manual, and could only be efficiently learned by very young men. All the appointments recently made, with one exception, have been of lads about 20 years old.

551. Why could not the work of the office be so distributed, that the salary should be proportioned to the duties performed?—Those engaged at higher class work are very few. What I have said before as to promotion by seniority and increase of salary applies to this. It would be impracticable for a Government to substitute young men for older men, and send the older men adrift.

552. The tendency of the present system of promotion and increase of salary by seniority, without reference to merit, must be to increase the general expense unnecessarily. But from what you have stated, your opinion is that it is impracticable to make any reform, although it might be practicable in the business of commerce and banking. What course would you adopt if your establishment were that of a private individual?—I have no doubt, if the establishment were my own I could have the work done quite as efficiently at far less expense; but it would involve a pushing and urging of men at their work, and a fixed system of driving unknown in Government Offices; the feebler hands would be dismissed without compunction, and only first class, live, energetic men retained; all of which I think quite impracticable in a Government Office. I can only exact such a measure of work from a man as he is naturally inclined to give. I do not think the clerks in the Government Office, consistently with the principles adopted, could be expected to work better than they do.

*By Mr. Brunel :*

553. Could not a great deal of the economy you have referred to be brought about by establishing a more business-like method of bringing in recruits, and by making increases of salary and promotions contingent on efficient performance of duty?—I think the recruits that have joined in my time have been as good as would be got by any other system that is in vogue. I mean, that there would be a percentage of inferior workers among those highest in a competitive examination. I can imagine very good recruits coming from a system of probation, provided the clerks' first engagement were for an absolute term of twelve months, then terminable in default of a certificate of fitness.

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FRIDAY MORNING, 17th September, 1880.

MR. SWEETNAM recalled :—

*By the Chairman :*

554: Could you make a reduction in the number of railway mail clerks or in the staff of your own office without in any way impairing the efficiency of either?—I will look into the matter of the railway mail service. I am quite clear I could not do so in my own office. We have to keep a few extra railway mail clerks in the Service so as to provide for absence and other contingencies.

555. How about the discipline in your Department—is it good? What means do you take for correction in case of need?—The discipline is very satisfactory, both as to my own office and the railway mail service, and the Department gives the inspector sufficient power to maintain efficient discipline. As to means of correction, I have found no need to take measures except in cases of tipping, and then a fine

was recommended. In all other cases an ordinary remonstrance and caution were found to be quite sufficient.

*By Mr. Brunel :*

556. Is an official record regularly kept of the manner in which the employés under your control perform their duties?—There is a return, known as Conduct Return, sent to the Department monthly, a copy of which is kept in my office; and when any special cause arises, a separate report is made to the Head of the Department, in which any special act of misconduct is fully set forth.

557. Are reports made to the Department of any misconduct on the part of employés, and is the making such reports optional with or imperative on the superior officer?—I only report specially when, in my judgment, the case seems to require it.

558. As regards the present mode of making first appointments to the Service, and of promotion therein—do you not believe that it could be improved and that a reform is needed?—I am very strongly of opinion that an examination before appointment, and a term of probation after appointment, would be very beneficial to the Public Service; during the probationary term and before the permanent appointment is made, suitable examinations should take place to determine the ability of each candidate; and with the further effect of having posted him with respect to the duties which would be required of him.

559. Would it be a competitive or only a pass examination?—A good pass examination would be preferable to the present method of appointment; but a competitive examination, if it could be properly carried out, would be infinitely the best for the Service. I have for a length of time given some attention to this subject, and have no doubt as to the beneficial results to the Civil Service which would flow from competitive examinations.

560. Where things are equal, do you think a well educated young man more likely to make an efficient clerk in your branch of the Service, than one whose education is defective?—There can be no doubt of it.

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Mr. JOHN CARRUTHERS, Assistant Postmaster, examined:—

*By the Chairman :*

561. Am Assistant Postmaster of Toronto.

562. How long have you been in the Service?—I entered the Service 1st May, 1872; and began as a clerk in the office.

563. What are your duties?—My duties involve a general supervision over the whole staff, a portion of the official correspondence of which there is a large quantity, an attendance on banking business and other miscellaneous duties.

564. I have personal knowledge of the staff of the office.

565. How is the present staff in the office,—have you more clerks than are needed?—We have not. Our work varies very much. In summer we are slack of work. In winter we are more driven. There are also certain days in the week on which the clerks are more driven than on other days. I think it would be a good thing, and practicable, if there were supernumerary clerks appointed at the call of the Department whenever the work required additional assistance.

566. Have you any clerks in your office who are not capable of performing their duties efficiently from any cause such as old age, intemperance, idleness, or general incapacity?—No; I do not think we have any such. We have one or two men advanced in years, but they are efficient still.

567. At what age do the clerks in your office usually enter the Service?—The age varies considerably. All our best men came in young, from 18 to 25 years of age. No man should be appointed older than 25. Young men acquire a facility for handling letters that older men never attain to.

567a. At what rate of salary do they first enter?—At \$360 per annum.

568. Have you men doing the same duties at different salaries?—That is the case.

569. Do you not consider that there is something wrong in paying some clerks higher than others performing the same duties?—That is also the case; but it is hard to rectify it. Our clerks begin at a small salary and get an annual increase. The abilities of our clerks increase with years and practice. It takes two or three years to make a good sorter.

*By Mr. Brunel :*

570. Do the young men who learn their duties quickly obtain increase of salary or promotion more quickly than those who learn slowly?—No; they do not.

571. Would it be an incentive to efficiency if the increase of salary depended on the quickness with which the necessary qualification for, or satisfactory performance of, the duty is acquired?—Yes, I believe it would; in case you mean to include correctness with quickness, as many may be quick without being correct.

*By Mr. Mingaye :*

572. For a clerk entering your office, say at 18 years of age, what amount of education is required to fit him to enter the Service?—Not a great deal; if he can read and write quickly, and has good eyesight, he is fully qualified.

573. One of your clerks rising to the highest grade attainable—taking his education into consideration—how does his work compare with that of clerks in any ordinary mercantile or law office?—I think they compare favorably.

*By the Chairman :*

574. If increase of salary and promotion depended entirely on merit—and any who may prove incompetent or indolent discharged—could not the work of your office be efficiently performed by a smaller number than are at present employed?—Yes; I think the expenses of the office could be reduced in that way. There is a feeling amongst the men that merit and proficiency do not lead to promotion, and that has a bad effect on the labor of the staff.

*By Mr. Brunel :*

575. Is the work in the office subdivided into branches or sections?—Yes; it is. We change the men to different work constantly.

576. Are the clerks who are allotted special kinds of work fully occupied during office hours?—Yes; as a rule. At times there may be slackness when trains are late.

577. What is your opinion as to the expediency of the clerks working a greater number of hours and of making their duties more general, instead of confining them to special branches of duty?—I think if a man works conscientiously for 8 hours he does a good day's work. Sorting papers is very laborious work. A man should not be kept at this work more than four hours. After that he gets wearied and careless, and will make a larger percentage of errors.

578. Can you suggest any method by which the business of this office could be done with fewer employés?—The only way would be to increase the hours of labor. There is no other way it could be done, in my opinion, unless I had the choice of the men myself and could pick out the best workers.

*By the Chairman :*

579. Could it not be done under a system of promotion and increase of salary from proved merit, by which the quality and efficiency of your staff would be improved?—Yes; I think so.

*By Mr. Brunel :*

580. Would a young man who had acquired a good common school education be more likely to become an efficient clerk than one of the same age who had barely succeeded in learning to read and write a fairly legible hand?—I would prefer the young man, of course, who had the best education.

581. Do you think it would increase the efficiency of your staff if by some process of competitive examination the less educated lads were excluded?—Yes; I believe it would.

*By the Chairman :*

582. If young men, on first entering the Service, were subjected to an examination before entrance, and permanently appointed, say, after a probation of six months or a

year, would not such a system greatly improve the efficiency of your staff?—Yes, I think it would; that would be an improvement on the present system.

583. You have a large staff of letter-carriers, are they efficient; how are they appointed?—Yes, we have forty-four letter-carriers. There are two men who do not perform any work but who draw full salaries. The carriers are appointed in the usual way. We get notice from the Department of the appointment of a certain man, and that is all we know about it. From twenty to twenty-five is the best age for such men to come into the Service, younger men are not tough enough. The men we have now are a good staff. The ages of the men to whom I have alluded as not doing work are over seventy years. Two of them draw full pay, though they have done no work for many years. They have been faithful servants in their day. One is now bed-ridden.

584. How is the discipline in your office; is it good; what means have you of correction in case of insubordination?—The discipline in the office is under the control of a chief clerk in each room. The conduct of the men is, as a rule, satisfactory. In case of insubordination a report is made to the Postmaster General, and a fine is inflicted. The fine is graduated according to the offence; and on a repetition of a gross offence a clerk would be dismissed from the Service.

*By Mr. Brunel :*

585. Is an attendance book regularly kept?—We keep an attendance book in the office which is properly attended to.

586. Is there an official record of the conduct of the clerks?—A monthly report is also made to the Department concerning the staff, in which conduct is noted. Men who make mistakes, for instance, are reported first to the postmaster. It is his duty to call the clerk before him, and make a report if necessary. It depends on the postmaster whether a report is made or not. The report in such cases is not a matter of departmental duty.

*By Mr. Mingaye :*

587 and 588. Is the discipline, by way of fine or otherwise, exercised at this office under a system emanating from the Department at Ottawa, or is it under a system peculiar to this office only?—The system of discipline is, I think, peculiar to this office. No two offices are, I think, run on precisely the same lines as to discipline.

589. Do you consider a fine for misbehavior of an officer would have a good effect in preventing a repetition of it?—Yes; I think so. The fact that a fine is a matter of record operates to prevent a clerk's promotion, and is, therefore, a strong restraining power.

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### CUSTOM HOUSE, TORONTO.

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FRIDAY, 17th September, 1880.

The Committee met at 2:30.

Mr. JOHN DOUGLAS, Acting Collector of Customs, was examined:—

*By the Chairman :*

590. What is your position?—Am Acting Collector of Customs at Toronto. Have acted in that capacity since 1st December, 1879.

591. How long have you been in the Service?—About twenty-six years at the close of this year. My first position was that of landing-waiter in Toronto.

592. In what condition did you find the office and accounts on taking charge?—They were all regular, except the want of the money that was missing. The books and accounts were in regular condition; no confusion at all, except that the cash-books had not been written up for three or four days previously. It had been required that a draft should be sent to Ottawa daily of all receipts, the receipts of one day being sent on the day following.

593. How many clerks or officers are employed in the office?—There are fifty-one on the regular pay list, and about ten supernumeraries. These latter are men paid by the day out of the contingent account.

594. Have you a greater number of clerks than are required for the duties?—No; there is at present a want of a clerk to assist in computing.

595. Have you any clerks who are not efficient for their duties from any cause, such as old age, intemperance, indolence or incapacity?—No; the clerks are all efficient.

596. Are the salaries paid in proportion to the duties, or are highly paid clerks performing the same duties as those who receive small salaries?—The most important duties are least paid. The computing clerks are the most important officers in the Department, but their pay is inferior. It has lately been increased, but is still small.

*By Mr. Mingaye :*

597. Are these computing clerks ranked in any class?—No; the clerks in our office are not classed. Our clerks are designated by their duties, and are not classed in the ordinary way of the Inside Service.

*By the Chairman :*

598. According to the pay-list which you have placed before us, then, there are clerks who are paid \$600, four who are paid \$700, two \$1,000, and one at \$1,200. Are the clerks receiving the smaller salaries doing work equally important as those receiving the higher?—Yes, they are; some of them doing even more important work. The cause of this anomaly lies in the method of appointment.

599. At what age are clerks first appointed; and do they enter at the lowest scale of salary and get increased upon seniority?—No; that has never been the case here. Clerks of advanced age, without previous knowledge of the duties, have been appointed at the higher salaries. Some are appointed with, and some without, probation. The salary is occasionally out of proportion to the duty.

*By Mr. Mingaye :*

600. If a clerk, appointed without probation to a salary of \$1,000, is found unfit to do duties commensurate with his salary, how do you place him, and what work do you give him?—We have to find out what he is best fitted for and put him at that duty.

601. Then some of your clerks are receiving larger salaries than they are entitled to, for the nature of the work performed by them?—Yes; that is the case.

*By the Chairman :*

602. Are you obliged to retain clerks, when once appointed, whether fit for their duties or not; and have you the power to have them removed?—We must keep them when we get them. The office has no means of removing such persons.

603. Could not the work of the office be efficiently carried on with a smaller number of clerks, if the proper attention was paid to their qualifications when appointed?—I think in a general way that should be the case.

*By Mr. Brunel :*

604. Has there been any enquiry or examination of parties, before appointment, or promotion, with a view to ascertaining their qualifications?—No enquiry or examination that I know of.

605. Are we to understand that appointments and promotions at this port have been made without due regard to the fitness of the parties for the duties they have to perform?—That is about the case as to appointments. The men are sent, and we have to make the best of them.

606. Is there any established method or rule by which promotions have been made at the port of Toronto?—None.

607. Have promotions been given as a reward for superior efficiency, or have they been by seniority?—Generally for superior efficiency.

608. How, and by whom, has the superior efficiency of the parties been determined?—Generally by the recommendation of the collector and chief clerk.

609. Do you keep any regular official record of the efficiency of the several employés, and of the manner in which they perform their respective duties?—No.

610. When it is proposed to promote an officer either by increase of salary or by placing him in a higher grade, do you send to the Department any official report as to his past conduct and of the manner in which he has performed his duties?—Yes, occasionally, but not very formally, I think.

*By the Chairman :*

611. What would you consider the best age for first appointments to your Department?—Youths from 17 to 20 would be the best material to train for service. I should recommend \$300 per annum as a salary to begin with.

612. Have you considered what would be the best system for promotion and increase of salary in the Service?—Promotion and increase of pay should be guided by merit.

613. Have you considered what would be the best mode of ascertaining the fitness of candidates before being appointed?—I should prefer to have them six months on probation. A previous examination might be worth very little without trial of the men. I have not given much thought to the question of competitive examination. I think that an examination on entering, with a period of probation afterwards, would enable the Service to secure better men.

*By Mr. Brunel :*

614. Do you think it possible to test a man's fitness for any particular branch of Custom Service, by a special examination having reference to that branch?—Not altogether.

615. Will you be good enough to explain why not?—I think a man in any part of the Service requires to be tried before he is approved of.

616. If there were several parties eligible for promotion to a higher grade, would it be possible to select the best by a competitive examination coupled with a reliable record of the manner in which they have previously performed their duties?—Yes; I think it would.

*By Mr. Mingay :*

617. Are there not certain distinctive kinds of work in a Custom House which a clerk receiving higher pay ought to be supposed to do, and unless he was capable of doing it he should not be permitted to receive increased pay?—Yes; I think there are. I think clerks should be classified according to the Civil Service Act, and promoted according to the record of their service and examination.

*By the Chairman :*

618. Do you find the employment of supernumeraries or extra clerks, of whom there are eleven, answer well?—I do not approve of supernumeraries at all, except for a very short time.

619. How is their scale of pay, is it in proportion to the duties, and are they paid more than employes on the permanent staff performing similar duties?—No; they are not paid more. One clerk on the supernumerary list performs no duties at all.

620. Have promotions been fairly made in this office, or are there cases in which promotions should have been made but are delayed?—I should not care to say that promotions have been unfairly made, but they have not been made in such a way as I would have advised.

621. You have already stated that the salaries paid are not in proportion to the duties—have you many anomalies of this kind in your offices?—There are three or four cases of that kind.

*By Mr. Mingay :*

622. Are you of opinion that a system of appointment on probation and examination, and of promotion on merit and faithful services, would tend to make a better staff of officers than that formed by political patronage?—Yes; certainly.

623. Who is Registrar of Shipping at this port, who is the Measuring Surveyor—and how many vessels are there registered here?—There is no Registrar of Shipping at this port. Mr. McLean, Chief Clerk, acts as Registrar, and I am the Measuring Surveyor. The number of vessels registered I cannot state exactly.

624. Who does the writing and the other work connected with the Registrar's duties?—Mr. McLean, Chief Clerk, assisted by the Assistant Cashier. This work properly belongs to the Department of Marine and Fisheries.

*By the Chairman :*

625. Have there been any dismissals from your office and what course would you have to adopt in case of necessity?—I would suspend and report to the Head of the Department, at Ottawa. There have been no dismissals since the dismissal of the Collector.

626. Do you keep an attendance book for the clerks and other employes; if so, does it work satisfactorily?—Yes; it works satisfactorily. The attendance is regular.

627. Is the discipline in your office good; and what penalty do you impose for breaches thereof?—The discipline is good. We have never had any occasion to inflict any penalty.

*By Mr. Brunel :*

628. You have told us that persons not previously in the Service, and without knowledge of the duties they are required to perform have been appointed at higher salaries than those paid to men already in the Service and who possess a knowledge of the work. What in your opinion is the effect of such appointments on the general efficiency of the Service?—It has a very bad effect on the other officers. It takes away the incentive to efficiency. The effect is sometimes to drive good men out of the Service, leaving inferior ones behind. One good man has actually left the Service, and there are two others who have been making efforts to find other employment.

629. You have told us that daily remittances are required to be made to Ottawa. Has that rule always been complied with?—Since I have had charge of the office the rule has always been complied with. Previously, of course, it could not have been, or the irregularities resulting in the dismissal of the Collector could not have occurred.

630. Is each remittance or draft now made to cover the receipts arising from a specified series of transactions and entries?—It covers all entries for that day. A document accompanies each remittance, which specifies the transaction or entry upon which the cash remitted accrued. The effect is to have a daily settlement of our cash transactions.

631. Are large sums sometimes paid by individual importers at one time?—Sometimes as much as \$5,000. Some days we may take \$20,000 in all.

632. How are such payments made?—Generally by marked cheque, the rule requires this. The cheques are payable to the order of the collector.

633. At what intervals is the cash account of the port checked by the entries? Explain how it is checked, and by whom?—The cash account is checked every day by the entries, by the surveyor. It is also checked by the inspector of ports, but this is not regularly done. The inspector of ports went through our cash accounts about six months ago.

*By Mr. Mingay :*

634. What system of checks have you at present to prove that the sum collected for duties and other monies are properly paid over to the Receiver-General?—The Surveyor's receipt book checks the cash book. Every entry, whether free or dutiable, is made in the surveyor's receipt book. As to the tonnage dues, those are collected by the cashier and a receipt given for them, a copy of which he keeps. The copy checks the amount of tonnage dues at any time. The inspector of steamboats would not recognize any receipt but that on the printed form of the office. Tonnage dues apply to steamboats only. The check as to these would rest with the Marine and Fisheries Department.

635. If all these checks had been carried out how could the default have occurred for which the late collector was dismissed?—Although the collection of duties was checked daily, the paying of them over to the Receiver-General was wholly in the hands of the collector. The day was supposed to be closed within bank hours, and I conjecture that the first borrowing of money was from collections made between

closing and 4 o'clock; and as more money was wanted the day was shortened to make the amount collected between closing time and 4 o'clock greater. Then, I believe, at the time of the alteration of the tariff, March, 1879, the Government granted merchants some privileges in paying duties through their own banks, which was the cause of some irregularities which the defaulters took advantage of to enable them to borrow a day's, or two days', collections in the same manner as those made use of between closing hours and 4 o'clock.

*By Mr. Brunel :*

636. You, as surveyor, were expected to check the receipts of the port against the Collector. Will you explain how that check was carried out at this port?—Every morning I took the amount collected from the surveyor's receipt-book of the previous day, and checked that with the blotter cash-book; and at the end of the month checked, so far as I could, all the monies received by the collector on suspense entries. These suspense entries were made to enable parties to get their goods on depositing in the hands of the collector the amount of the duties supposed to be collectable.

637. Do I understand that the money deposited for suspense entries remained at the disposal of the collector, and that no record of such entries and payments were forwarded to the Department?—No record was forwarded to the Department. This system had the effect of placing large sums entirely at the disposal of the collector, and I had no means of checking them by the surveyor's book. No record of these suspense entries was ever made in the surveyor's book.

*By Mr. Mingaye :*

638. When you delivered the goods out of warehouse, how did you deal with them at the end of the quarter?—In checking the warehouse, I found the goods were short, and had to get an explanation why they were short. The explanation was, a suspense entry made by the collector; the locker gave me this information.

639. What was the largest sum in the hands of the collector at any time for suspense entry deposit?—I could not tell exactly.

640. How long, as a rule, were the suspense entries allowed to stand before a final settlement was required?—As a rule, not more than twelve days, sometimes they would run for two or three weeks.

641. As a matter of fact, were such entries allowed to run unsettled for a much longer period?—I cannot tell without reference to the books.

642. On reference to the book now produced, can you give a more specific answer?—No; I cannot.

643. Does the system of suspense entries still continue at this port, and if so, is it acquiesced in by the Department?—It does not now continue.

644. Theoretically, the surveyor is an independent officer, is he not?—Yes; he is.

645. Why, then, did you as surveyor consent to the delivery of goods out of warehouse on such irregular warrant?—The collector's warrant overrides all my objections. The practice had been in existence long before I was surveyor. The practice has been in existence twenty years or so; I cannot say precisely.

WEDNESDAY, 23rd September, 1880.

Mr. DOUGLAS's examination continued:—

*By the Chairman :*

646. In your capacity as surveyor you have a check on everything in the office. Why, then, did you not report the irregularities in question when brought under your notice?—It was a proceeding so long practiced that I could not well interfere with it. All I could do was to see that the irregular entries were cancelled by regular entries. This was done.

647. Have you any knowledge as to whether the collector had an account in the bank in the name of the *Collector of this Port*, and whether the monies paid for



these deposit and sight entries were deposited to the credit of *that account*?—He had two accounts in the bank, one called the “Special Account,” the other the “Duties Account,” in his name as collector. He made his requisition for his draft in favor of the Receiver-General out of the Duties Account. All this I have learned since his dismissal. Previous to that I had thought that all duties were deposited to the credit of the Receiver-General every day. The irregularities referred to could not have occurred unless the cashier was a consenting party.

*By Mr. Mingaye :*

648. Had you no means of finding out by the checks used by you of the inside work of the office to ascertain that the collector was a defaulter?—No; the regular cash-book, which was the only means of discovery, was never accurately entered up, purposely as I suppose by the collector and cashier together.

649. Supposing the irregular entries had not been cancelled, what would you have done to compel payment and was it a part of your duties, if the collector failed to do so, to report the matter to the Department?—I would have reported the matter to the Department. When I found packages being given out on suspense entry, I took the trouble to turn up the entry and verify it. The book was shown to me; I made them show it.

650. In checking all the work of the office, in case you found out irregularities of any kind having been committed by the collector, what would have been your duty under the circumstances?—I would have spoken first to the collector, and if he had refused to correct it, I would have reported the matter to the Department.

*By the Chairman :*

651. Do you not consider that the practice of making suspense and sight entries should be discontinued?—The practice of making suspense entries should be, and is, in fact, discontinued. The practice of making sight entries is still continued according to law. I do not see how these can be discontinued. The system of prime entries to be subsequently amended, might take the place of sight entries; but this might render inaccurate the trade statistics of the port.

*By Mr. Brunel :*

652. Previous to the suspension of the late collector, were you as surveyor allowed to have full knowledge of all the business of the port, both as regards financial transactions, correspondence and Departmental orders?—Yes; with the exception of the depositing of the monies received.

653. Why had you not knowledge of such transactions? Were any obstacles thrown in the way; if so, by whom?—I suppose I had it all, but it was kept from me a day or two; I could not check financial affairs till two or three days after the end of the month. The obstacles to obtaining information were thrown in my way by the cashier, with the collector’s connivance. I did not know this at the time.

*By the Chairman :*

654. When you found that these returns were delayed beyond the proper time, did you not suspect that there was something wrong, and did you take any steps to remedy the delay?—I did not suspect there was anything wrong; but I went frequently to the collector and asked him to hurry the cashier up with his accounts. He always went from me to the cashier, and, I suppose, remonstrated with him. The only remedy was to get the cash account up as soon as possible.

*By Mr. Mingaye :*

655. Is there not a cash account showing all sums received every fiscal week, and which is sent at the end of each week to the Department; and did you check these?—Not the weekly account. Having the account daily, I had no reason to check the weekly. In fact, I did not know there was a weekly account. I forgot all about the weekly account till I had to practice it myself.

*By the Chairman :*

656. How were the irregularities first discovered, and by whom?—I do not know. The first thing I knew was the visit of Mr. Johnson to inspect the office. The information must have come from some outside source.

*By Mr. Mingaye :*

657. Do you not think that allowing sight entries to be made by importers tends to make them ask for favors of the Customs, and so leads to irregularities by making them less particular in having the invoices accompany the goods?—Yes; if they got the sight entries made with any facility. We always make enquiries as to the absence of an invoice.

*By the Chairman :*

658. Has there been a special book kept in which these suspense and sight entries have been entered; if so, please to produce them?—Yes; the books produced are all I can find. One of them dates from 1861 to 1873; the other from 1873 to 1880, and is in present use. I do not know what has become of the books covering the period missing. There is no other book that would afford information as to the period covered by the missing books; no record at all of the transactions of that period.

659. Within your knowledge, have these books in which suspense and sight entries have been kept, and the mode of cancelment shown, been seen and inspected by the several inspectors of ports?—Yes, to my knowledge they have; speaking as to the clerk's book.

*By Mr. Brunel :*

660. You hold the position of acting collector. Do you feel the same confidence in dealing with the business of the port, especially when there are disputes or differences of opinion, as you would feel if you held a commission as collector?—No; I do not think so.

661. Have you any reason to suppose that any one doing business with the office has experienced any inconvenience by reason of delay in giving decisions that might have been avoided, had a commissioned collector been in charge of the port?—No; I do not think so.

662. Are the statistics of the business of the port prepared here, or are they prepared at Ottawa from the details of business sent from your office?—They are prepared here.

663. Does the preparation of statistics, and the keeping of the books necessary for their preparation, occupy much of the time of your officers or clerks?—A great deal.

664. If the statistics were prepared at Ottawa from the duplicates of the original entries and other documents, could the business of this port be conducted with a less number of clerks?—Yes, it could; with a good number less.

665. Would such a change make a difference equal to the work of one clerk or more?—More than one; it would make a difference of four or five.

666. What salaries are paid to the clerks who could thus be dispensed with?—One at \$600, one at \$700, one at \$800, and one \$1,000; the average salary is, therefore, \$775.

667. Do you think there would be any great difficulty or inconvenience occasioned by making such a change?—I could not tell what change would be made at Ottawa; it would be a relief to us here.

*By Mr. Mingaye :*

668. You have three appraisers and two assistants; are they all able men and competent to do their work, or are any of them incompetent from age, sickness, or otherwise, and what is the age of the oldest of them?—They are all efficient; the oldest is 68 years; one is partially unfit by reason of infirmity.

669. In appointing them appraisers, how were they appointed?—Only two were taken for their knowledge of business; the others have grown into it.

670. Do you think it would make better officers if appraisers were removed at stated periods from port to port on promotion?—It must have that effect because their experience would be thus enlarged.

671. Would this apply to all officers in the Customs?—The last answer would apply to all outside officers in the Customs.

This finished Mr. Douglas's evidence for the day.

Mr. R. G. A. PATON, Cashier, examined:—

*By the Chairman:*

672. Will you please state what your position is, and how long you have been in the Service?—I am Cashier. I have been 26 years and six months in the Service; all the time at this port. I entered as a locker. For many years I had been called into requisition as a clerk. I was permanently appointed as a clerk inside five years ago. I acted for two years as collector's clerk. I was appointed cashier in January, 1877. My salary on first entering was \$500; it was from time to time increased till when I was appointed cashier at \$1,200. I have an assistant; I could not do the work without one. My assistant is sometimes employed at the computing desk and in the registration of shipping. He is thus employed nearly half his time.

673. How many cash-books are kept in this office?—There are three cash-books; the blotter cash-book kept by myself, the collector's cash-book, and the surveyor's cash-book. I think the surveyor also keeps a cash-book of his own. The assumption is that these books are a check on each other. I balance my cash daily.

674. Are all the monies which are collected at this office from every source paid to you and entered in your cash?—Yes; they are. I deposit monies at 10 a.m. and 2 p.m. daily. Sight entries go to "Special Account," and occasionally fines and forfeitures are deposited to same account. All duties go to "Duties Account." This has been the practice for the last ten months. Previously, deposits were made by another officer, and I do not know what the practice was. I paid over money to the chief clerk and received no receipt for it save the pencilled check mark on the book. I was directed by the collector to hand the cash to the chief clerk.

I keep a record of sight and suspense entries also.

The collector checks my accounts; he does so daily. My cash always balances.

Prior to the period mentioned, ten months ago, the only check I received was a pencil mark.

During the period mentioned, I do not know if the deposits were made regularly and I have no knowledge of the bank books.

675. Can you produce any of the bank books in use during the period when you handed your cash over to the chief clerk?—No; I cannot. The books were never in my possession. I presume they were used during the enquiry, and may now be in the possession of the acting collector.

*By Mr. Mingaye:*

676. Did the Inspector of Ports examine your cash-books from time to time, and did he also examine in the same way the collector's cash-book kept by the deputy cashier, commencing 1st August, 1879; and how often?—Yes; he examined my cash-book and the collector's cash-book from time to time, frequently, but I cannot say how often. I think inspection was made when I was handing over my cash in the way mentioned.

677. Do you think a more simple and perfect way of keeping the different cash-books of the office might be adopted?—I am not aware of any.

THURSDAY MORNING, 23rd Sept., 1880.

Mr. PATON'S examination was continued:—

*By Mr. Brunel:*

678. In reply to a previous question, you say you deposit the money collected for Customs duties to credit of "Duties Account." Will you explain how the drafts in favor of the Receiver-General were obtained?—I should have said to the credit of the Receiver-General. The deposit is sent over and the bank supplies us with a draft in the afternoon. I meant yesterday to say that the deposit was made to the credit of the Receiver-General, and the draft obtained after to cover the deposit. This has been the practice, since I have had charge of the cash, for about ten months.

679. How is the payment of the contingent expenses of the port provided for?—By cheque on the Department. We get a remittance from Ottawa at the beginning of the fiscal year. The amount has hitherto been \$1,000; at the beginning of this fiscal year it was increased to \$1,500. This sum is deposited to the credit of the "Special" Account. The money is paid out in disbursements for various office purposes. An account is sent to the Department once a month. Vouchers are sent at this time. When our remittance is exhausted we use other items of the special account or get a further remittance.

680. What class of expenses are paid out of the contingent fund, and how are the accounts kept?—Gas, water-rates, cartage to examining warehouse, supplies to the warehouses, such as oil, &c., telegrams, postages, wages of supernumeraries, night-watch service, express charges, supplies for the gauger—these are paid out of the account. The book now produced shows how the accounts are kept.

681. In the book produced I observe that the receipts from sight entries and refunds are mixed up with the contingencies, while the Departmental forms for contingent account defines what contingencies are. Does the inspector of ports approve of the mixing up of those accounts?—I take it that he is aware of the practice at this port. It is a convenient practice, I think.

682. Then, practically, you have the receipts from sight entries and other services, which are deposited to credit of special account, to draw upon for contingencies, without the sanction of the Department having been first obtained?—I may explain that the work here is very great, and I have left to my assistant the most of the work of the special account, and he is more familiar with it than I am.

*By the Chairman:*

683. Do you deposit the cheques received from the Department for payment of contingencies and supernumeraries' salaries, to the credit of the special account, as well as all collections from sight entries, fines, &c.?—Yes.

684. Are the supernumerary salaries, contingent accounts and disbursements of all ports all paid out of the moneys so deposited by the collector's cheque?—Yes; they are. The contingent account is balanced at the close of each fiscal year; the unexpended portion of the contingent fund being deposited to the credit of the Receiver-General. The balance of the special account is carried forward into the accounts of the following year.

This closed Mr. Paton's examination.

MR. THOMAS McLEAN, Chief Clerk of Customs, examined:—

*By the Chairman:*

685. How long have you been in the Service?—I entered the Service on 1st July, 1870. I came in as a general clerk; was appointed Assistant Cashier in May, 1877, and became Acting Chief Clerk on December 1st, 1879, subsequent to the suspension of the former chief clerk.

686. Will you please state the nature of the duties performed by you for the two years you were acting as assistant cashier?—My duties were very general. I never acted, strictly speaking, as assistant cashier during that time. During that time I had charge of the correspondence, of the collector's reports to the Department, of the registration of shipping and other various duties of the office. I had nothing to do with the cash at all; my position as assistant cashier was purely nominal so far as the cash was concerned.

687. In your present position as chief clerk have you the opportunity of being well acquainted with the work of the office generally, and do you consider that it is efficiently and economically performed?—Yes; I have a knowledge of the work of the office, and I consider that it is very efficiently and economically performed.

688. Do you consider that the salaries paid are in proportion to the work and duties, or are some performing duties who are highly paid, which might be performed by clerks who are paid small salaries?—I decline to give an answer to that question.

689. Could you suggest any improvement in the present system of first appointments?—If the Civil Service Act of 1868 was carried out properly it would be a considerable check upon some of the appointments now made to the Service. I am strongly in favor of a system of probation after examination.

690. What is your opinion as to the best method of promotion?—Promotion should most decidedly be regulated by merit.

*By Mr. Mingaye :*

691. Do you consider a chief clerk ought to know the whole working of the office so as to be able to take any duty in it if called upon?—I do. I think, for instance, he should have such general knowledge of the tariff as to enable him to check entries. In fact, inside, the chief clerk is next in authority to the collector.

*By the Chairman :*

692. Will you please to explain your present system of bonding warehouses?—We have several forms of bonds used at this port; but the form of bond used by merchants is the No. 9 Bond. When goods arrive at this port, and merchants desire to bond in their own bonded warehouses, they do so by warehouse entry, giving the Bond (No. 9) as security. The goods are then delivered into their own bonded warehouse. A locker's order is also given to the locker in charge of the warehouse; and he sees that the goods are delivered in and makes an entry to that effect in his check-book. The goods are in charge of the locker. The check on the locker is the inspection of the surveyor.

693. Do you consider the system of sight entries a good one?—The system of sight entries is the weakest point in our Customs system; because it puts into the hands of the collector certain sums of money for which he is not called upon to account immediately. If a system of prime entries was introduced instead of sight entries, it might be an improvement on the present system, inasmuch as it would place the money at once in the hands of the Government.

This concluded Mr. McLean's evidence.

THURSDAY, 24th September, 1880.

Mr. DOUGLAS re-examined:—

*By Mr. Mingaye:—*

694. When your contingent account is sent to the Departmental accountant at the end of each month, is a cheque for the amount forwarded to you, for the exact sum, if approved of, and your appropriation then becomes the \$1,500 originally given you at the commencement of the fiscal year?—Yes; that is done every month.

*By Mr. Brunel:*

695. Is there any difficulty, so far as you are concerned, in the way of at once depositing all moneys received from all sources to the credit of the Receiver-General; if so, state it?—I see no difficulty in doing so, except the transferring of all the trouble to the Department.

696. How are moneys arising from seizures deposited, and how are they disposed of?—They are deposited to the credit of the Receiver-General as soon as I get them.

697. Do you participate in the proceeds of seizures? State also which of your officers are allowed to participate in them?—I do, as surveyor, but not as collector; the appraisers, when they are personally concerned; and any other officer who gives such information as leads to a seizure.

698. Is an appraiser allowed to participate in proceeds of seizures made on the result of his own appraisal?—Yes, he is.

*By Mr. Mingaye :*

696. If an appraiser was paid a higher salary, and not allowed to participate in the profits of his own seizure, would it not be better for the interests of the Department and the public, and make him a more independent officer?—Participation in the profits of seizures is a great incentive to appraisers to look sharp after their duty.

*By Mr. Brunel:*

700. How often is stock taken of the goods remaining in the bonded warehouses, and under whose supervision?—I take stock myself, as surveyor, every three months. It is taken for the purpose of checking the lockers.

701. Does the inspector of ports take stock of the goods remaining in bonded warehouses at the date of his inspections?—Not always.

702. How often has he done so, and when did he do it last?—He did it last at the beginning of this year—in February or March. I could not say how often he had done so before that time.

703. When he takes stock does he check the result by the warehouse ledgers? In what manner does he do it?—Yes; he takes a stock-sheet from the locker, checks the goods by that, and then checks that by the warehouse ledger No. 2, or personal account book.

704. Are the goods placed in bonding warehouse kept separate as to each entry, and are all packages marked with the number of the entry placing them respectively in warehouse?—No.

705. Would it be possible, under your bonding system, for an importer to obtain possession of goods of high value in payment of duty on goods of less value but of a similar description?—Yes, in the case of teas, dried fruits, or possibly wines; that could be done without myself or the inspector of ports being able to detect it immediately.

706. Would it be possible for a merchant having such class of goods as you mention in warehouse to clear his bond by the export of those of less value as representing goods of higher value?—No; he could not do that; the brand always gives sufficient indication. We go into this more particularly in case of exports.

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WEIGHTS AND MEASURES, TORONTO.  
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FRIDAY, 24th September, 1880.

Mr. E. J. BOLSTER, examined:—

*By Mr. Brunel:*

707. What is your position?—I am Inspector of Weights and Measures for the Toronto Division.

708. How large is your division?—My division covers the City of Toronto, the Counties of York, Peel, Ontario, Simcoe, Grey, Muskoka and Algoma.

709. How long have you been in the Service?—Have been in the Service about 12 months, as Chief Inspector; my duties are to receive the returns from my assistant inspectors, and make out the monthly returns to the Department, besides having general superintendence of the work of the division.

710. How many assistants have you and where are they stationed?—I have six assistants, two in Toronto, one at Teston, one at Markdale, one at Port Perry, and one at Orillia.

711. Where is your head office, and in what locality does the principal part of your business arise?—The head office is in Toronto, and the principal part of the business arises here. I reside in Toronto myself; my family are at Orillia.

712. Are you interested in any business outside your duties as inspector?—I am agent of the British American Insurance Company; the business is done here.

713. Have you a sufficient number of assistants to carry on your duties in a satisfactory manner?—I think so.

*By the Chairman:*

714. Are they efficient and capable of performing their duties satisfactorily or are there any who from any of cause are unfit for their work?—I think they are all competent.

715. What are the salaries which are paid to these, is the pay fairly proportioned to their duties?—I should think the pay is in proportion to the duties, the salary is \$500 per annum; all are paid the same salary.

716. Are any of your assistants interested in any business other than the inspection of weights and measures?—One of my officers is slightly interested in business outside of the work as assistant inspector.

717. What are the hours of duty of yourself and of your assistants?—From 9 a.m. to 4 p.m. are the office hours; I seldom leave the office till 6 p.m. In the country the officials work irregularly, according to circumstances.

718. Does the residence of your family at Orillia occasion your frequent absence from your head office?—I generally go home on Saturday afternoon and return on Monday.

719. What is your duty as Inspector?—After my assistants have gone through the district, it is my duty to see that the work has been properly done.

720. Have you and your assistants been examined as to your qualification; and if so, with what result?—My own status at the examination was second class. As to my assistants, three of them did not pass; they still remain in the Service. They did not exhibit their letters of appointment to me. I do not think the examination was a test of the fitness of the men. I know one man fit for his duties who did not pass.

721. By which of your assistants is the principal work of inspection in Toronto performed, or how is the work distributed?—The assistant inspector does the largest portion of the work.

722. How often do you inspect your district and the work of your officers therein?—I have not inspected the outside districts at all. I have not been so instructed by the Department. I have personally inspected the city inspector's work. I have recently obtained permission to visit the outside districts.

723. What amount of work has been done by each of your assistants outside Toronto? State it approximately with reference to each?—In the beginning the fees received from each may have averaged \$50 per month. I will look at my books and give a more specific reply. The following is a memorandum of the amount of fees remitted by the Assistant Inspectors:—

January, 1880.....	\$ 46 53
February, 1880.....	49 01
March, 1880.....	49 81
April, 1880.....	42 31
May, 1880.....	73 21
Total.....	\$260 87

724. How is the discipline; do you find your officers faithful and attentive to their duties?—Yes; they are generally attentive. I have had occasion to reprimand in some cases, but nothing more.

725. In the performance of your duties in Toronto, have you found any reason for believing that the general public have, in the past, suffered loss by inaccurate weights and measures?—We did not find weights very inaccurate, but the measures were often so. In one case we found a gallon measure cut down, after inspection. This had been inspected previous to my appointment. I have recently laid information against a wine seller and a maker of measures, for making and using wrong measures. In one day I have broken up as many as fifty or sixty wrong measures. Cases are only brought into Court when substantial wrong has been done or likely to be done.

726. Do you find that many weights and measures are brought into this port through the Customs; and if so, are you notified thereof by the Collector of Customs as the law directs?—I have good reason to believe that many weights and scales, from England and the United States come into this port, but I have only been twice notified of such importations in the past year. I now produce one of these notices.

I have frequently called the attention of the Customs authorities in Toronto to the fact. I saw the acting collector, and he promised to let me know in future. That was three months ago. The notice produced is the only one I have received from him. I have seen the scales referred to myself. I have seen seven or eight platform scales so imported without notice to me. Hundreds might come in without my knowledge and might be incorrect.

727. What is the result of negligence or non-compliance on the part of the Customs with the regulations to report to you importation of weights and measures?—The Government loses the fees, the public lose the protection of correct weights and measures, and the Canadian manufacturer is put at a disadvantage. As a rule the public are satisfied with the fees they pay on weights and measures.

Mr. JAMES BOWMAN, examined:—

*By the Chairman:*

728. Will you state how long you have been in the Service and what your duties are?—I was appointed on the 14th August, 1879, as Assistant Inspector of Weights and Measures. My duty is to inspect different sorts of scales, measures of capacity, and lineal measures. My work is chiefly in Toronto.

729. Are your inspections made daily, and what are your hours of duty?—The inspections are made daily unless the weather is too bad. The hours of duty are from 9 a.m. to 4 p.m., but I am often employed till 6 p.m., making certificates.

730. What proportion of the work of inspection within the city do you perform?—I should say that I did two-thirds of the work, or nearly so.

731. Will you please state why it is that you perform so much more of the work than your colleague?—If the other officials were as willing as I am to do the work, they could, no doubt, do more than they do. I myself could do more outside work if I had not often to take charge of the office in consequence of the absence of the other officials.

732. Has the City of Toronto been pretty thoroughly inspected, or is there much remaining to be done?—At least three-fourths of the work remains to be done.

733. What is the effect of such non-inspection or allowing the work to remain in abeyance?—The effect is to lessen the revenue, and to allow of great irregularities in the weights and measures commonly used among the people.

734. During your inspection, have you reason for believing that the general public suffered loss from inaccurate weights, measures and weighing-machines before the inspection was commenced?—The public unquestionably did suffer loss.

This closed Mr. Bowman's examination.

Mr. HARRY L. PIPER, Assistant Inspector, examined:—

735. How long have you been in the Service, and what are your duties?—I have been in the Service since August, 1879. I am Assistant Inspector. My duties include all work done in the office; I also attend to Wilson's scale factory and Mr. McDonald's tinware factory. My work is principally inside. Mr. Bowman does all the city work.

736. Then, the only duties outside the office to which you attend is the inspection of the places you have named?—Yes, unless the case is urgent; Mr. Bowman generally attends to the outside work. If it is necessary, I attend to any demand that is made.

737. Is there not a considerable portion of the city which yet remains to be inspected, and do you not consider it important in the public interests that it should be done with as little delay as possible?—Quite a large portion. It is in the public interests that the work should be speedily done.



738. What are the hours of duty?—The office hours are from 9 a.m., to 4 p.m.; I seldom get away before 5 p.m. The inspector is not supposed to do any office work except his books. There is plenty of work for two men outside, and some one must attend to the inside work and the factories.

739. Are you engaged in any other occupation which takes up any portion of your time?—My duties as alderman do not interfere with my work as inspector. I have an interest in a zoological garden, but it does not interfere with my work.

740. Did you have an examination when you entered the Service, and what is your status?—My status is second class.

741. If you were engaged in the outside inspection among your constituents, would you feel quite free to deal with them as you would do if you were not a member of the City Council?—Certainly. I would do my duty.

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### INLAND REVENUE, TORONTO.

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THURSDAY, 23rd September, 1880.

GEORGE P. DICKSON, examined:—

*By the Chairman:*

742. What is your position?—I am the District Inspector.

743. How long have you been in the Service and in your present position?—I have been in the Service since July, 1863.

744. What are your duties?—My duties are every quarter to inspect the books of all collectors within my district, and also the books of all the licensed premises within each division; to take stock in all the bonded warehouses; to compare these with the balances in our warehouse ledgers; and to forward a statement to the Department for inspection attached to the last monthly return; all contingent accounts have also to pass through my hands before being forwarded to the Department for payment, from each collector within my division; all applications for licenses to manufacture excisable goods are also forwarded to me for approval; the same applies to the privilege of growing tobacco. I have also to inspect all the books of the weights and measures officials in my district, and to forward a statement to the Department respecting them. There is, of course, a large mass of correspondence arising out of these various duties which I have to dispose of. I take stock in the bonded warehouses before referred to, once in every quarter. I carry out fully the instructions contained in circular 99, Inland Revenue, issued by the Commissioner.

745. What is the size of your district, and how many officers have you?—I have fifty-seven officers. My district extends from Prince Arthur's Landing to the Cobourg division; it includes the following divisions:—Toronto, Hamilton, St. Catharines, Guelph, Collingwood, Algoma, Peterborough and Cobourg.

746. How often have you to inspect these various divisions?—Once every quarter. On an average, it takes me at least one week for each division.

746½. Who is the Chief Inspector; does he inspect your work?—The Chief Inspector is Mr. Henry Godson, and he is my superior. He is Chief Inspector for the Dominion, and superintends me as well as all other inspectors in the Dominion. I sometimes report to him in special circumstances, but most of my reports are sent direct to the Department.

747. How about the efficiency of your staff, or have you a larger number than are required for the performance of the work?—No; I have not. Mr. Godson is the officer who has the chief power as to appointment and removal of officers. I am not consulted as to the removal or the replacing of officers. Our officers are not removed at stated periods. The staff in my district is very intelligent and efficient. We are rather deficient than otherwise as to numbers. At the present time there are a large number of malthouses manufacturing malt for export to the United States; they are now so extensive that they require a larger number of officers. In Toronto there are

four malthouses; in Hamilton, two; in Dundas, three; in Guelph, three or four, or thereabout. They are increasing their power of manufacturing malt. The growth of the malt business is constantly on the increase, and more officers are required to attend to the manufactories.

748. Have you any knowledge as to the salaries paid, and whether the pay is fairly proportioned to the duties?—I have no knowledge of the salaries; the pay-list is not in my hands.

*By Mr. Mingaye :*

749. Do you think it would be to the interest of your service and to that of any service connected with the collection of revenue, that all the outside officers were changed from district to district at stated periods, say from three to four years?—I do think so. In my experience I have found it very objectionable to have an officer too long in one place, as the officers are apt to get too intimate with the parties they are employed to oversee. It would be of great advantage if revenue officers of all sorts were changed from time to time and place to place. This would also tend to make the system of collecting the revenue more uniform and successful.

*By Mr. Brunel :*

750. What is the general practice in the Department of Inland Revenue as to making first appointments to the Outside Service?—Officials are appointed as probationers subject to subsequent examination; this is the invariable practice. The probationers do not obtain any status if they fail to pass their examination.

751. What is it supposed will happen to them if they fail in the examination?—I suppose, from reading their letters of appointment, that they would be dismissed. That is the inference.

*By the Chairman :*

752. Do you consider that appointments on probation and subject to examination as to fitness, tends to promote the efficiency and economical administration of the Service?—I do think so.

753. Does the promotion of officers in the Outside Service materially depend on the result of their examination?—It does, materially and properly.

754. I understand you are, *ex-officio*, a member of the Excise Board of Examiners. What is your opinion as to the possibility of satisfactorily testing a man's fitness for any specified duties by means of the examinations you have assisted in conducting?—The men who pass the best examination are generally the best officers. The examination of the officers indicates their qualifications for any branch of their business.

*By Mr. Mingaye :*

755. For promotion to a vacancy from the first class to the special class, are the candidates competing for such vacancy subjected to a further examination, and is it competitive?—They are so, and the examination is competitive.

756. Do you find that the fact of the lower grade of officers becoming more efficient in their duties by reason of these examinations has resulted in compelling the collectors and inspectors to study their work and duties more closely, and so steadily increased the efficiency of the whole Service?—Yes; I consider that the examinations are of great benefit to the Service generally. They produce emulation and a general desire among the officers to be first-class officials.

757. Do these examinations tend to make the inefficient officers, who are unwilling to raise their standard of intelligence by study and application, resign their positions, and so gradually weed the Service of them?—Certainly they do.

758. Would it tend to increase the efficiency of your Outside Service if all vacant collectorships and inspectorships were filled, as a matter of course, by the first officers standing on the list of special class entitled to promotion?—Yes; it would, as a matter of course.

759. Do you consider the present system of keeping the books, returns, cash accounts and all other vouchers in the Inland Revenue Offices tends to prevent peculations and defaults on the part of the officers?—It does very materially. The guards against peculation are very excellent, as far as I am able to judge.

760. Do you consider that a proper system of examination would tend to supply the Public Service with a thoroughly efficient class of officers in all branches of the Civil Service?—I do.

761. Do you consider that it would tend to encourage industry and foster merit by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the Service, if they can qualify themselves for them?—I do.

762. Are the outside officers of the Inland Revenue required to keep diaries of their daily work, and what is your opinion of the utility of doing so?—All outside officers are required to keep a diary. Each diary is forwarded to the Department every three months, the Department in the meantime furnishing new diaries in place of them. Each diary is marked and numbered for a particular quarter of the year. In this way the diaries are continuous. I consider the use of the diaries a great benefit to the Department in enabling the Commissioner, at any time he may find occasion to look it up, to discover what any officer was doing on any particular day.

Mr. JOHN MORROW, Collector of Inland Revenue for Toronto, examined:—

*By the Chairman:*

763. What is your position?—I am Collector of Inland Revenue for the City of Toronto.

764. How long have you been in the Service?—I entered the Service in 1866 as Deputy Collector, and became Collector in December, 1872.

765. What is the extent of your jurisdiction, and the duties attached thereto?—My jurisdiction includes the City of Toronto, and the Counties of York, Peel, Ontario, Simcoe, and part of Halton. My duties are, in the first place, to have a survey of the manufactories, monthly when possible; to supervise the officials, to see that their duties are performed; to instruct the officers of the division; to visit the bonded warehouses monthly to take stock; to oversee the books of the office and check the cash and the monthly statements; and to attend to all correspondence arising out of all these duties.

766. How many officers have you under your supervision outside and also inside the main office in Toronto?—I have three inside, and twenty officers outside.

767. Do you find your staff an efficient one, or have you a larger number than are required for the performance of the work?—The majority of the staff are efficient; some are newly appointed, and will, no doubt, become efficient. I have not sufficient officers for the work. Formerly we had several malhouses under one officer; now, one house often demands an officer on account of the increase of business. This also is true of tobacco factories.

768. Are the salaries which are paid proportionate to the work done?—I think so, on the whole; but the business of the Excise has outgrown somewhat the capacity of some men who have been a long time in the Service.

769. Have you considered the question of making first appointments to the Service and promotion therein?—I have given the matter some consideration. I think the present system needs some reform. Some qualifications as to character, education and also administrative capacity should be demanded from all candidates before appointment. As to age, I would not employ men under 22 years in the Outside Excise Service; for Inside Service in the office younger men of 18 years would suffice. Our Outside Service officers require some training when appointed young. As to promotion, an officer who passes the best examination is generally the best officer for promotion, as a rule; there are exceptions to this rule, of course.

770. How is the discipline in your department, and what means do you adopt for enforcing it and imposing penalties when necessary?—The discipline is good. I have never had to exercise any disciplinary power over my officers, beyond an occasional reprimand.

771. Do you keep a conduct book in which a record is kept of the good or bad conduct of the officers under your supervision?—I keep a private book only.

*By Mr. Mingaye :*

772. If an officer promoted to a higher class should, after examination, prove to be unfit for the duties belonging to his superior position, have you to keep him in such class at the higher salary, or have you the power to put him back to his first position with his usual salary?—His salary cannot be reduced except by Order in Council, as I understand; but he may be sent back to his original work.

773. Your cash collections are from duties, fines and penalties; what is your system for accounting therefor to the Department?—In a properly ruled cash-book we make entries of all the cash received from every source at the time it is received; close the cash daily about one o'clock and balance it, and then purchase a draft in favor of the Receiver-General for the amount; on the credit side we enter the draft.

774. Do you give receipts for all collections from every source; if so, please state your practice as to this?—Yes; we give a receipt for every cent received from any source; the money is entered in the cash-book under its proper head; a triplicate receipt is handed to the party paying the money; the duplicate is retained until the remittance is made; it is then attached to the draft and mailed to the Department. The stub of the book of receipts is retained in the office. All these receipts are consecutively numbered, as are also the advice notes which accompany the draft. In case of the loss of any of these blank forms the loss would have to be accounted for.

775. In the event of a vacancy taking place in the higher positions of your division, have you officers who could be promoted to fill such vacancy?—Yes; we have. The deputy is a very efficient, intelligent and active officer, and capable of filling the place of collector in case of a vacancy. There is more than one officer capable of filling the deputy collector's place.

776. In your jurisdiction are all your officers filling the classes they are entitled to on examination, either primary or on promotion, and are they paid according to the value of their work, or over or under paid, and what is the highest salary a special class exciseman can obtain?—So far as the work is valued in the Excise, they are paid according to their value. In my own opinion, the salaries of the Excise officers in the 1st and 2nd class, are not sufficient, considering their duties and responsibilities, nor are the special class excisemen paid sufficient salaries. The highest salary a special class exciseman can only obtain is \$1,000. The responsibilities of a special class exciseman are very great. In charging the duties on spirits in a large distillery he can make any day \$400 or \$500 difference, one way or the other, in reading the "dip" of the close-receiver on the "dip-rod" by less than half an inch too much or too little. It is the rule and the instruction that two officers shall always be present with the owner of a distillery on all occasions of charging duty on spirits in the close-receiver.

777. Will you produce specimens of the returns you make to the Department in the performance of your duty?—Yes; these are the specimens referred to.

778. Is it necessary that the collector of an important Inland Revenue Division should have a practical general knowledge of all the manufactures subject to Excise. Without such knowledge could he become an efficient collector?—It is necessary that he should have such knowledge, and without it he will not be an efficient officer, and will be unable to detect fraud.

779. Is it probable that a person appointed as collector from outside the Service and, therefore, unacquainted with the work, could command the respect of his subordinates, effectually protect the revenue, and carry on the business of the division in a proper manner?—If a collector is appointed who is unacquainted with the duties of the office, the whole division is likely to become demoralized, as the collector who ought to be the most practical man is unable to give the proper instructions. It is necessary that the collector should be able to give instructions on the duties and details of the work to all his subordinates.

780. You have a deputy collector—does he take the duties alternately with you in making outside inspections—is he conversant with the correspondence and the

business of the division generally?—He is conversant with the correspondence and business of the division, but he does not take the outside survey alternately with me; he only takes it occasionally. I think it would be better if he took the duty alternately. He understands fully the working of the division. I make him acquainted with all correspondence and instructions other than private. All departmental letters and instructions not marked private are shown to him.

781. Is it a part of your duty to take precaution for preventing illicit manufacturing within your division?—It is.

782. Is that a difficult duty to perform, and what is the general nature of your proceedings in relation thereto?—Our information generally comes from outside parties. This information may be given by persons interested or others. When it is given by parties suspected of being interested, for the purpose of misleading us, we have to judge from our means of information as to writing or character, how to act. These communications are always considered strictly private, and the names of parties are not even communicated to the Department. I then immediately arrange to send direct to the place a special officer or deputy collector, accompanied by one or more excisemen, sending with them the writ of assistance according to law. We generally find illicit distilleries in large swamps and ravines. We find them also in private houses, the basements of hotels, and in shops. The service is, generally speaking, very hard and dangerous. Illicit distillers are frequently armed and make threatening demonstrations.

783. What are the hours of duty for office clerks and outside officers of the Service?—The office hours are from 9 a.m. to 4 p.m., ostensibly, but practically from 9 a.m. till the work is completed. All the work of the office is completed before the clerks leave. In the outside service the hours are generally from 8 a.m. to 6 p.m.

784. How do you satisfy yourself that your excisemen are on duty during the prescribed hours and at the proper place?—I do so by enquiry at the factories, by personal observation, and by the reports sent by officers to the head office daily; also by their diaries, and, in the case of maltsters their names are registered on the notice book.

785. Do your outside officers keep diaries in the manner prescribed by departmental regulations, and what is your opinion as to the utility of their doing so?—The outside officers keep diaries, and I think they are very necessary for the Service. They act as a check on the Service, and show what a man has been doing at any given time. These diaries are kept according to departmental regulations.

786. What is your opinion as to the effect of the outside service on the health of the officers, especially of those who are employed in distilleries and malthouses, and in dealing with illicit manufacturers?—In respect to distilleries the business is injurious to health, for the reason that there are so many different temperatures in the different rooms of the distillery. An excise officer is thus exposed to many dangers by sudden changes from heat to cold. In malthouses the danger arises from the malt-dust getting into the lungs, as well as from sudden changes of temperature. In tobacco factories the danger is not so great. In seeking after illicit distilling, the work is very severe, unpaid and dangerous, as the officers usually get no share of the proceeds, these going to the informer, who is usually outside of the service.

787. Do you think it would be beneficial to the officers and to the general interests of the Service if the Government were to make some provision for the widows and orphans of deceased Inland Revenue officers, or do you think it would be better to give them higher salaries in order that they may be able to make such provision themselves?—It would be more economical to the Government to give the officers better salaries and let them take care of themselves; but it would be better for the families of the officers if a provision were made for them by Government by way of gratuity or annuity.

*By Mr. Mingaye :*

788. Do you consider the present system of keeping the books, returns, cash accounts, and other vouchers and forms in the Inland Revenue outside offices, tends

to prevent peculations and defaults on the part of the officers, and insures a better collection of the revenue?—I do.

789. In your opinion, what has been the result of the present examinations in your Department as to the improvement of the standing of all officers by their knowledge of the laws and regulations of the Service, and the technical and scientific part of their duties?—Officers that have passed examinations will require less instruction from the collector, and are more competent to perform their duties without such instruction; this is more particularly the case with regard to the special class.

790. How often is stock taken of the goods in the bonded warehouses, by whom, how is it taken, and under whose supervision?—Stock is taken monthly in the bonded warehouse, except in the case of malt. It is taken by the collector or the deputy. The actual packages as shown by the ledger are supposed to be there. They are marked by bonding and consecutive number. Goods under different bonds are kept separate in the warehouse. In warehousing, a correct record is kept of all these numbers in the warehouse entry, with the weight and quantities of each package. In the ex-warehouse entry either for consumption or export, a similar record is made showing the numbers, weights and quantities taking out, and only these are delivered ex-warehouse by the officer.

791. Is the result of taking stock compared with the warehouse ledgers, and is there any probability of goods going into consumption without payment of duty?—The stock in the warehouse should correspond with the balance on the ledger, both in quantity, marks and numbers. In case a discrepancy is found, we, in this division, insist on payment of duty on the whole of the bond. There is no possibility of goods going into consumption without the assistance of the officer in charge; and if any such thing occurs, it must be detected on the occasion of the first monthly stock-taking.

792. Do you ascertain quantities of spirits by weight; if so, what is your opinion as to the accuracy of the result as compared with the accuracy of results obtained by gauging?—All quantities of spirits in this division are calculated by weight. This seems to me the most accurate way of calculation. A sample of the spirits, say 12 ounces, is taken and tested as to strength by a hydrometer; from the strength is calculated, by means of specific gravity tables, the gravity of the spirit. In case of shipping, the empty barrel is weighed and the tare-weight marked on it. After being filled the barrel is again weighed, and the gross and net weight marked by brush on the barrel. Then the net weight is divided by the gravity of the sample, which gives the number of gallons. The result is generally accurate within one-tenth of one per cent.; when we used the gauging-rod we seldom came within two per cent. of accuracy. A record of these weighings is kept in the Department, giving the gross, tare and net weight. When goods are removed to Montreal, they are again weighed by the officer receiving them, and a similar record is made. If there is a deficiency found either in weight or strength, the consignor is called on to pay the duty on the difference. If a surplus is found, the consignee is charged the duty on the surplusage. It is clear, if officers do not thoroughly know their duties the revenue must largely suffer.

793. Can the efficiency and capacity of an officer as to the technical knowledge of his duties be correctly ascertained by an examination?—I think so; if the proper questions are put, his knowledge can be determined.

This closed Mr. Morrow's evidence.

## CUSTOM HOUSE, HAMILTON.

MONDAY, 20th September, 1880.

The Committee met at 11 a.m.

Present:—The Chairman, Mr. Brunel, Mr. Mingaye.

Mr. W. H. KITTSOON, Collector of Customs, was examined:—

*By the Chairman:*

794. How long have you been in the Service; state your position?—I entered the Service, 21st March, 1839, that is the date of my career as Collector of Customs. I entered the Service two years previously. I had charge of the Port of Cobourg during two years. I was promoted from Cobourg to Hamilton in 1860.

795. Have you in your office a larger number of clerks than are needed for the work?—No, I have not as many as I ought to have. I ought to have one more.

796. You have, besides permanent clerks, other employes termed supernumeraries; have you any more of them than are needed?—I do not think so.

797. Are the clerks in your office competent to perform the duties of their several positions?—Yes.

798. The pay-list which you have submitted shows the salaries paid to clerks to be from \$600 up to \$1,100; are the clerks who are paid the smaller salary doing the same work as the more highly paid, or are they capable of doing so?—Some clerks doing the same work get higher salaries than others by reason of being longer in the Service.

799. How are the appointments made in your office?—They are made on the recommendation of the city members.

800. What would you consider the best age for first entrance into the Service?—The young men, from fifteen years upwards to twenty, with a good common school education, would be preferable. This refers to clerks simply. For such an office as appraisers, however, men of experience are required.

801. Are the men who are appointed in the manner you have stated, by the members, of a suitable age?—As a rule, I think they are not.

*By Mr. Mingaye:*

802. Have appointments been made in your office where the salary assigned was that of an officer deceased or removed and at a sum larger than a new clerk was entitled to?—Yes; that has been the case in this office.

803. Do you think it would be an injustice to the other officers in the port to make such appointments?—Yes; I do.

804. Have you in your office any clerks who are unfit from any cause to perform their duties efficiently, say, from old age, intemperate habits, indolence or any other cause?—No; I have not.

*By Mr. Brunel:*

805. How have promotions been made at this port—for merit or by seniority, or have the higher places been sometimes filled by insiders?—They have been filled by outsiders usually.

806. Do you consider those appointments over the heads of men already in the Service beneficial or otherwise?—I do not think, as a general rule, they are beneficial to the Service.

807. How has the fitness of those appointed from outside the Service been ascertained; has there been any examination or probation?—Not for years. About twelve or fourteen years ago it was the custom to examine officers. I know of only one case of probation.

80. Does the present system of making first appointments furnish the right material from which to make promotions to vacancies in the Service?—It does not. There are some good officers, but they are the exceptions. Political influence is at the bottom of most appointments.

809. Have you considered what would be the best mode of making first appointments to the Service?—I consider that all candidates should be examined as to their qualifications before a Board of Examiners. A period of probation would also be of value in securing the best men.

*By Mr. Mingaye :*

810. Have you any outside officers who are sufficiently young and active to be employed at night, if required, in the prevention of smuggling?—I have.

*By the Chairman :*

811. Have you considered the question of salary and promotion in the Service?—I have not given much thought to the subject. For some of the offices I think men should be made to begin on small salaries, and then be promoted by merit; for others the men come in fully qualified for the Service.

812. How is the discipline in your Department, and what means have you of enforcing it?—It is pretty good, as a rule. When offences are committed I report to the inspector. I have had only one occasion to report to the inspector against an officer. The man in that case was suspended.

813. Do you keep any conduct book?—No; I keep no such record. The inspector always makes enquiries and reports as to conduct.

814. How many kinds of entries have you?—We have sight entries—about 20 since 30th June. We have no suspense entries as such; we call them special deposits; they are generally for a short time. The money paid in on such deposits is placed to the credit of the collector of Customs; my cheque controls the deposit. When the duties are paid in I give my cheque in return for the amount deposited.

*By Mr. Mingaye :*

815. Do you keep a book in which you enter all such sight entries and the date of their being cancelled?—Yes.

816. Does the inspector require a statement of these sight entries and check them on his visiting your port?—Yes.

*By the Chairman :*

817. How do you think it would be better to discontinue the practice of making sight entries, and have the goods appraised by your appraiser and make a *prime entry* instead, to be amended by a post entry?—I think it would be better, and have often recommended it myself.

818. At present when the entries which you have described as deposit entries and sight entries are made, it involves your opening a special account in the bank in your name as collector. Would not a *prime entry* obviate this, and all the moneys collected for duty would then be paid to credit of Receiver-General?—Of course.

*By Mr. Brunel :*

819. How often do you remit your collections to the Receiver-General?—Every day.

820. Does each remittance exactly cover the amount of duty collected on a stated number of entries of which the numbers are given?—Yes.

821. Are your books, especially your cash-book, checked by any one, if so, by whom, and how often?—My book is always checked by an inspector, of course. The chief clerk keeps the cash account. I keep my own book of receipts, which checks the cashier's book. The surveyor also keeps a book.

822. Are the entries covered by each remittance forwarded to Ottawa by the same mail as the remittance goes by?—No; they are not; the entries are sent once a week.

823. You have a surveyor? Is he an independent officer, or is he subordinate to the collector; and what are his duties and responsibilities?—Every officer at the port is subordinate to the collector. The surveyor acts in the absence of the collector; when the collector is at home, the surveyor is responsible for all outside duties. I think the surveyor is subordinate to me. The surveyor is responsible for the state of warehouses.

*By the Chairman :*

824. What is your system respecting bonding warehouses?—Every merchant on payment of a certain sum is entitled to a warehouse; when goods are imported and



the bonded entry passed, a warrant is issued for the delivery of the goods, and an order issued to the locker to receive them in that bonded warehouse. They remain there till they are taken out either for consumption or for removal to other ports. The locker keeps the key of that warehouse.

825. Has the locker the custody of the key, and are the goods so placed in bond safely under his control, or is there any check upon him?—They are under his sole charge. The surveyor is the check on the locker.

*By Mr. Brunel :*

826. How often is stock taken of the goods remaining in the bonded warehouses, and by whom is the stock-taking supervised?—The warehouses are examined every month by the surveyor, assisted by the locker; he takes stock of the goods and checks all goods remaining by the entries.

827. Has it ever come to your knowledge that goods have been taken out of any of your bonded warehouses for consumption before the entries have been made and duties collected?—Such things have occurred, but seldom; one case occurred in which whiskey was received at Hamilton without manifest. The Customs officer gave a receipt for the goods, which were carried off without being warehoused at all; it was a careless thing to do.

*By the Chairman :*

828. When goods which have not paid duty are forwarded either by rail or vessels, are they accompanied by a manifest or bill of lading?—All goods that come from the United States by rail are always accompanied by a manifest. But Excise goods shipped locally from such ports as Windsor and Guelph are never accompanied by a manifest. When I spoke to the collector of Inland Revenue on the subject, he told me there was an Order in Council governing the practice. I never saw a copy of the Order in Council.

*By Mr. Mingaye :*

829. You state that you consider your surveyor is a subordinate officer; is he not an independent officer to this extent, that he has the full control of the Outside Service, and that you do not interfere with the management of it, unless you find good cause, when he is bound to obey your orders?—No doubt, that is the case.

830. Are not all the lockers and warehouse keepers answerable direct to the surveyor for the performance of their duties?—Yes, that is the case.

831. Does each locker keep a separate debtor and creditor account of goods placed and given out by him, and do all the lockers make a statement at stated times of all balances under their custody, and how often?—They do not.

832. Does the surveyor make a return to you at stated periods, and when, of all balances with quantities and value of goods remaining both in bonding and receiving warehouses?—No; he does not. I see these books whenever I wish. I inspect them. I sign the quarterly account to the Department because I think it is true; nothing has ever been lost in my term.

833. How can you declare to your quarterly trade return as being correct if this is not done?—I have always been satisfied of its correctness.

*By Mr. Brunel :*

834. Does the inspector of ports take stock of goods in warehouse at the date of his inspection and thereby check the warehouse books of the port?—Yes, he does.

835. Do you keep a debit and credit account for each separate bond?—Yes.

836. By the practice at this port is it ensured that the goods mentioned in an ex-warehoused entry, and none other are taken out under that entry?—As a rule, I think it is so. An order is given to the locker to deliver a certain number of goods on a certain day and he attends to the matter. In some cases the goods are so numbered that fraud is not likely.

*By Mr. Mingaye :*

837. Is there not an order that when goods are placed in a bonding warehouse they are to be kept separate as to each bond, and the number of the bond placed on each package?—No; I never saw such an order.

838. Are the statistics of the port prepared here or are the details forwarded to Ottawa and the statistics prepared there?—All the statistics we furnish are the quarterly returns.

839. Does the making up of these statistical returns materially increase the work of the port?—Very materially.

840. How long have the appraisers at this port held their offices—do you consider them quite competent?—One has been here four or five years, the other ten years; and they are both competent men.

841. Under the existing tariff, does not the equitable charge of the duty, on many classes of goods, largely depend on the ability of the appraisers?—Of course, that is the case.

842. Do you think the fitness of a person for the duty of appraiser could be satisfactorily tested by an examination?—I think it could.

This closed Mr. Kittson's evidence.

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Mr. A. J. MACKENZIE examined:—

*By the Chairman:*

843. Your position is Surveyor of this port. Will you kindly state when you were appointed, and what your duties are?—Am Surveyor of Customs of this port; was appointed April 1st, 1876, as Chief Clerk. Then the Surveyor died, and I was promoted to his place. The duties of surveyor are to attend to outside work, to oversee the lockers and landing-waiters, and to keep a check upon all the inside work of the office—this includes every part of the work. The book produced is the book which I keep as a check upon all transactions. I am supposed to be a check on the collector as regards all monies. The collector's the chief clerk's and my memoranda must agree every day. I also see that the amount forwarded to the Receiver-General is correct. The men who keep the warehouse books are not subordinate to me.

844. The book you produce is what you call the surveyor's cash, and is a check on the aggregate book, on No. 1 warehouse book and the chief clerk's cash-book. Have you any check on the amounts paid to the collector for deposit entries and sight, as well as all other entries?—I do not take any memorandum of sight entries; I see them in the chief clerk's cash-book. I look upon sight entries as objectionable, and do not see why they should exist at all.

845. Then there is really no check on monies paid to collector for such entries or deposits and sight entries. Would it not be better to dispense with such altogether?—There is this check: the chief clerk receives the cash in the first place; his book shows that, and the collector only gets the cash from him. I understood always the money was deposited to the credit of the Collector of Customs. I think it would be better to dispense with sight entries altogether. There is no check on the cash after it goes into the collector's hands, except that the books show that the money was received.

846. Have you, in your position of surveyor, a knowledge of the staff of the office? Are the clerks efficient and capable of performing their duties, or are some, from age or any other cause, unfit to do so efficiently?—I have a knowledge of all the officers and their work, and I think they are all competent for their duties. But I do not think that the work is properly distributed to employ them fully. The number of the permanent staff is not greater than the work demands. There are two men keeping the two warehouse books, but one man would do.

847. Are clerks who are paid high salaries doing work which might be performed by those who are paid the smaller salaries; or is the work of this office properly distributed?—Officers with smaller salaries could do the work as well as those who are now doing them at larger salaries. If the work were properly distributed a smaller staff might suffice.

*By Mr Mingaye :*

848. Who keeps warehouse books Nos. 1 and 2?—One clerk keeps one and another clerk keeps the other.

849. Do you think it is enough work to keep them fully employed?—No.

850. What salary is paid them respectively, and do you think they are either of them paid a larger salary than the work done warrants?—They are old officers. The salaries are in excess of the value of the work. The work of keeping one book at \$1,100 is not worth half the money. The men could do better work and earn the salaries.

851. Who keeps the free goods and export books and makes out the returns based on them?—One person.

852. Do you think it is enough work to fully employ the time of one clerk?—No.

*By the Chairman :*

853. Are there any supernumerary clerks employed; if so, please state the duties they are employed to perform?—There is one employed in connection with the aggregate books and returns.

854. Is there not a permanent officer who is appointed to perform the duties you name; is he not efficient and capable of performing them?—Yes, there is; he is a hard-working and efficient man, and, considering his duties, he is underpaid. All that he requires is some one to call out his entries, and any boy could do that, or any other of the officers. I think the employment of the supernumerary is unnecessary.

*By Mr. Mingaye :*

855. What work done by any of the clerks, do you consider requires the most intelligent and capable officer?—The chief clerk here does the most important work. He receives and checks all entries with the invoices; receives all the monies as cashier; he makes up the deposit; and his duties require the most intelligence, a complete knowledge of the tariff, &c.

856. Is the work done by the clerks proportioned in such a manner that the most difficult is done by those holding the highest positions and receiving the largest salary?—All the inside men are quite competent for their work; but all are not competent for promotion to higher positions. Some are getting lower salaries than their work would entitle them to receive.

*By the Chairman :*

857. Have you thought over the question as to the best mode of making first appointments to the Service?—I have thought about it a good deal; I am sure the present system is not a good one. I am strongly of opinion that there should be some examination before appointment. A period of probation would be of service in securing the best men for the Service. If promotion should go by efficiency, it would be a strong stimulus to improving the value of services rendered the Department.

858. As regards the present system of promotion and increase of salary, could you suggest improvements therein?—Promotion by merit would form the most valuable means.

*By Mr. Brunel :*

859. Can you inform us what proportion of the time of the officers of this port is taken up by the preparation of the statistics?—Probably about a week every month. Only one officer is thus employed.

860. If the statistics of the port were prepared at Ottawa, could the business of the port be carried on with fewer clerks?—I think it could.

861. How often do you take stock of goods in warehouse?—Every month.

862. When taking stock of such goods do you note the marks and numbers on the packages?—No; I do not on all goods. On goods bearing numbers, such as dry goods, I do.

863. How, then, do you know that the goods which ought to be in warehouse are actually there?—By counting the number of packages. It might be that the most valuable goods could be taken out through the collusion or carelessness of the locker, and the less valuable goods left behind.

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 POST OFFICE, HAMILTON.
 

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TUESDAY, 21st September, 1880.

The Commission met at 10 a.m.

Present :—Messrs. McInnes, Brunel and Mingaye.

Mr. H. N. CASE, the Postmaster, was examined :

*By the Chairman :*

864. What is your position?—Am Postmaster.

865. How long have you been in the Service, and in your present position?—Have been Postmaster since 1st December, 1874.

866. Have you a sufficient number of men, or have you more than are required for the work?—I have quite enough clerks, but hardly enough carriers if the delivery is increased. As to clerks, I can hardly say we have too many.

867. Are your clerks divided into classes?—Yes, they are: first, second, third and fourth. We have only one first-class clerk.

868. Have you any clerks who are not efficient from any cause, say, from old age, habits or indolence, and whose services might be dispensed with?—Yes, I think I have one case of a man incompetent from old age; his sight is bad. He would be willing to be superannuated. He is a first-class clerk; the only one I have; his salary is \$1,200. One other has been out of the office a good deal from ill-health; he is a second-class clerk, at a salary of \$900. Another clerk, who is here even longer than he, has only \$600. I have called attention to it. He is a most efficient man, and does as good work as the other; is, in fact, a far more useful man.

869. Have you clerks performing duties, who are highly paid, which might be performed by inferior clerks?—Yes, we have such cases. One man draws a salary of \$1,200 for work that a clerk at \$400 might do readily. Duties performed by a first-class clerk might easily be done by the third or fourth-class clerks.

870. How are appointments made; and do all clerks, on entering the Service, begin in the lower grade of fourth-class clerks?—They are made on the recommendation of the Members for the city. I never have any authority. When I need a clerk I report; and in due time one is sent to the office. Sometimes they begin as temporary clerks on approval. As a rule, they begin in the lower classes. No clerks have ever been appointed to the first-class from the outside. I have never had occasion to refuse a temporary appointee. If I had occasion to do so I think my recommendation would be listened to.

871. Have you in your office clerks capable of filling the vacancies which might take place in the event of the two you have named being superannuated or leaving the Service?—Yes; I have several of them.

872. Would you require to ask for other assistants to take their places, or could the work of the office be carried on by the present staff?—In case of the superannuation of the first-class clerks, the work could be done by the present staff, supplemented by men coming into inferior positions.

873. Do you think that the work of your office might be lessened by a change in the mode of distribution of the mail for the East from British Columbia and Manitoba, and that such a change is desirable?—I think so. Very important British Government communications from the west, on reaching Hamilton, by arriving here lose their connection with the mail steamers by not going on direct instead of being detained here for distribution. It is of the first importance that this mail matter should not be detained here.

*By Mr. Brunel :*

874. Then are we to understand that you think it would be an advantage if mails were made up in British Columbia and Manitoba for Great Britain and for all important places east of that office so as to avoid detention for distribution here?—Yes, that is the case; even for Ottawa, as well as Halifax, St. John, Montreal, Quebec. &c., delays may occur. An improvement of the kind mentioned would save much time, often a good deal of time, and somewhat lessen the work of this office.

*By Mr. Mingaye :*

875. Is the work of a first-class clerk different to that of a second or third-class, and how?—Yes; it is. There is no clerk who could do all the work of the office or fill at will all of the situations. Constant changes take place in the work of the office and each man must keep himself abreast of all the new orders and arrangements. The class in which a clerk is does not designate the duties but only the length of time passed in the Service.

*By the Chairman :*

876. Are letter-carriers appointed in the same manner as the clerks, and at what rate of salary on first appointment?—They are appointed in the same manner as clerks, by the recommendation of the city members. They begin at somewhat lower salaries than formerly. They usually begin at the lower salary; the rule now being \$300 instead of \$350 and \$400, as formerly.

877. How are promotions and increase of salaries regulated in your office—by seniority merely or by merit?—Both by length of service and by merit too. Every year the clerks get an addition of \$40 till they attain to a salary of \$1,100. At all periods of promotion it is my duty to report on the clerks promoted or to be promoted. The increase of salary depends on the time of service. Men do not obtain the increase as a matter of course; for if I were to report against a clerk, his increase would, I think, be stopped; but no matter how efficient a clerk may be he cannot obtain an increase save at the regular stated periods.

878. Is there a maximum salary to which clerks in the various grades attain, and are then advanced to the higher grades; for example, what is the maximum salary attached to each class?—The maximum for the 4th class is \$520; for the 3rd, \$600; for the 2nd, \$1,100; for the 1st, \$1,200. When the salary of a clerk is increased beyond the maximum of his class, he goes, as a matter of course, into the next class.

879. Do you keep a conduct book, in which a record is kept of any breaches of discipline or duty?—I make a return of conduct every month. A book is kept here also in which conduct is recorded. The discipline of the office is good on the whole; I have only had occasional cases of misconduct; I have had occasion to report a case in which the inspector suspended a man. The only punishment I have personally inflicted was a fine for neglect of duty. I would like to say that if the system of giving holidays to clerks on full pay was not in existence the work of the office could be done with fewer hands and at less expense than at present.

880. Have you an attendance book; and what are the hours of attendance daily?—The hours are of all sorts, on account of irregularity of duty; but the average attendance is 8 hours a day.

881. At what age do clerks first enter your office? And what do you consider the best on first appointment to the service?—None have entered under 18; none since I have been here over 23 or 24. I should imagine 21 as a good age; from 18 to 23 in general would be a good age.

882. Have you given any consideration as to the best modes of making first appointments, whether by examination coupled with probation or otherwise?—It is only by probation that we can judge a good clerk.

*By Mr. Brunel :*

883. Do you consider the present method of selecting persons for promotion and first appointment the best that could be devised?—Yes, I do; if the selection is made with judgment.

884. Will you explain your reasons for arriving at this conclusion?—Because all the clerks that I have had have been selected in that way, and I have got along with them very well.

885. You have an assistant postmaster; how long has he held that office, and is he a competent officer?—He had been assistant before I was appointed; he is a competent officer.

886. If a postmaster were wanted for a post office of similar importance to Hamilton, would he be competent to perform the duties of such an appointment?—I would not care to reply to that question.

887. Do you consider that by an examination of candidates before first entrance into the Service, with a period of probation after entrance and before being permanently appointed, the best material would be secured, and provide an efficient and economical administration?—The only examination I would enforce would be as regards a candidate's ordinary good education; his habits would be the subsequent test of his value. Some kind of examination would, no doubt, be of value.

888. What would you think of a system of examination of the clerks in their various duties after appointment, such examination to be periodical and conducted within the office?—Every day duties are an examination in themselves, and clerks thereby prove their efficiency.

*By Mr. Mingaye :*

889, 890. Then there are no duties in your office that require of the clerks any extra intelligence?—No; ordinary intelligence is all that is required.

This closed Mr. Case's examination.

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Mr. HENRY COLBECK, Assistant Postmaster, examined:—

*By the Chairman :*

891. Will you kindly state how long you have been in the Service, and what are the duties?—I have been in the Service since 1st September, 1854. I have the general supervision of the office. I am well acquainted with the qualifications of the clerks.

892. Is your staff efficient as regards number and capabilities, or have you more than is required, or are there some who, by reason of age or any other cause, are not well fitted for their duties?—We are amply supplied as regards numbers, but have not too many, as sometimes a heavy stream of work is put on our staff. The staff is well organized at present on the whole. One man has been complaining of his eyes, and talks of wishing to be superannuated.

893. How are the salaries as regards the duties performed; your staff being divided into four classes, are the more highly paid classes performing duties which could be performed by the lower?—There are some energetic young men that could be readily promoted to higher positions if vacancies occurred. There are some underpaid in comparison with the ability with which they do their work; and an increase of salary would be very proper in one or two cases. There are some cases also in which lower class clerks could do the work done by higher class clerks.

*By Mr. Mingaye :*

894. Do you think young men well trained to their work make better post-office clerks than those who have been many years in the Service?—Yes; they are more active.

*By the Chairman :*

895. Do you not consider that the present system of promotion and increase of salary might be so improved as to bring about more efficiency and economy?—Yes, I think so; there is no question about that.

896. Have you considered what would be the best mode of making first appointments and promotion in the Service?—I think a man of 24 years, well recommended and having business experience, would be the best man. Promotion should be by merit.

This closed Mr. Colbeck's evidence.

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## INLAND REVENUE, HAMILTON.

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Mr. CHARLES G. FORTIER's evidence:—

*By the Chairman :*

897. Am Collector of Inland Revenue.

898. Have been in the Excise nearly 18 years; was first appointed Collector at Amherstburg; afterwards was at Windsor as Deputy Collector for 7 years; and then was promoted to Hamilton.

899. Will you kindly state your duties as Collector of Inland Revenue?—My duties include general supervision of the division, collection of duties, visiting the different license establishments, seeing that all the officers perform their duties, &c.

900. How many persons are there on the staff of your office?—There are ten permanent officers on the staff besides myself; one of the clerks is temporary.

901. There are ten permanent officers on your staff besides yourself and one temporary clerk. How are they appointed, and are they subject to any examination after appointment?—By the Minister of Inland Revenue; I am notified of an appointment by the Commissioner; all appointees are subject to an examination.

902. All are subject to examination, and if not found capable of performing all their duties they are discharged?—If they do not obtain a standing, their services are dispensed with; at least I presume that is the case. I have no officer in my division who has not obtained a standing.

903. Do you consider that the efficiency and economy of the Service is promoted by means of these examinations?—I do; to a great extent.

904. Will you please state the classification of excisemen?—There are several classes; there is the special, and first class, and two other classes besides, second and third. This classification is decided by the examination. The classification does not always decide the salary. There are officers of the first-class sometimes getting lower salaries than those holding inferior status; some men getting only \$600 do much the same work as those getting \$1,000. I am unable to state the reason for this.

905. Is your staff, as at present constituted, efficient, or have you too few or too many for the work; are there some, from age or any other cause, unfit for their duties?—There is one who is unfit for duty, by reason of infirmity; all the others are quite efficient. The work could not be done with fewer hands.

906. Over how much territory does your division extend?—The County of Wentworth, and the City of Hamilton; the County of Halton also comes within our jurisdiction, but no business is done there. We have charge of a brewery in Dundas also.

907. Is it part of your duty to take precaution for the prevention of illicit manufacture, in any and every part of your division?—Yes.

908. What are the hours of duty for yourself and officers?—From 9 a.m. to 4 p.m. for those in the office. The excisemen attend on duty from 7 a.m. to 7 p.m.

909. What measures do you personally take for ascertaining whether your excisemen are on duty at the proper times and places?—I visit the different places personally; I generally know when they are on duty, and satisfy myself that they are there; it is my duty to do so. There are no complaints as to parties being kept waiting.

910. Is this duty performed exclusively by yourself, or does your deputy sometimes visit the factories?—I generally do it; but the deputy is supposed to do it when I am engaged.

911. Do you keep a conduct book in which a record of any breaches of discipline is kept?—No; I do not.

912. How is discipline, and what means of correction have you?—The discipline is very good; The only means of correction I have is to report to the Commissioner. I have the power of suspension. I have advised suspension in two or three cases. Suspension generally causes loss of pay during the time of suspension; this has had good effect.

913. Would it be an advantage to appoint an officer exclusively to attend to the larger manufactories?—I think so; I think Tuckett's factory alone would require the services of an officer. There are eight cigar factories here, employing large numbers of men, and requiring the services of an officer. One officer could attend to three or four of them; but now each officer has too much to do. We have only three men, and ought to have five, in order to carry out the instructions and protect the revenue. In consequence of the officers having so much to do, they cannot always attend when they are wanted.

914. You have said that salaries are not always in proportion to the officers' classification at the examinations. Does that apply to officers who have recently

obtained a high rating, or does it also apply to officers who obtained a high class rating one or two years back?—It is only recently that this anomaly has arisen.

9.5. Have there been any irregularities at this port of late?—No.

*By Mr. Mingay :*

916. Where are the statistics of the business done compiled?—The statistics are made out at Ottawa. We make daily and semi-monthly and quarterly statements, which are forwarded to Ottawa.

917. How often do you make remittances to the Receiver-General of the collections in your division?—Every day.

918. Does each remittance cover the exact amount collected on entries and other transactions specified in the advice note which accompanies each remittance?—They do.

919. When do you close your bank hours?—We close at one on account of our distance from the bank.

This closed Mr. Fortier's evidence.

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### POST OFFICE, MONTREAL.

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The following evidence was taken in Montreal and Quebec by the sub-Committee, composed of Messrs. Barbeau, Taché and Tilton.

MONTREAL, 9th September, 1880.

Mr. EMERY, Assistant Postmaster at Montreal.

920. How many years have you been employed in the Montreal Post Office?—Thirty-one years on the 1st July last.

921. From your experience could you tell us what is the present condition of the Montreal Post Office with regard to its internal organization and efficiency of its staff, and by what means could the efficiency of the Service be increased and maintained, and the expenses of management reduced?—I have prepared a memorandum on the subject, which I now hand to you as my answer to your question.

#### MEMORANDUM ON POST-OFFICE SERVICE.

With regard to the present condition of this office, I would respectfully refer you to the reports which Mr. King, the Post Office Inspector, recently made to the department. In those reports will be seen the whole organization of this office, the various duties performed in each branch, the degrees of efficiency of the staff, their hours of attendance and several suggestions of great importance to the good working of the office which, I have no doubt, will readily have your approbation and support.

As to the question of greater efficiency and economy in the Service, I must say that, in my humble opinion, this double object cannot be accomplished without making considerable changes in the present system of appointments.

It may seem rational and in harmony with the political institutions of the country, that the representatives of the people should have a preponderating influence in the appointments to office as they now have; but this is, in practice, detrimental to the Service, because, in many cases, those appointments are made without the least regard for the requirements of the Service, although there have been many excellent appointments made under that system, and the bad ones may be justly imputed to the want of regard for the requirements of the Service, and not to the system itself. A short chapter of the history of this office will be sufficient to demonstrate the deplorable results of that system of appointments, in its past and present workings and the necessity of altering it, if efficiency and economy in the Service are earnestly desired. Since January, 1873, thirty-five employés as clerks, carriers and collectors in this office only, have been removed or arrested for robbery,



intemperance or utter unfitness for duty, and could the standard of qualifications for the Service be the same as is required for large private establishments, a number of other employés would have since been removed for incompetency and other causes.

Those thirty-five bad appointments may be classified as follows: nine were drunkards, and the most of them were notoriously known as such before their appointment.

Thirteen were dishonest, and the reputation of some of these men was such that no private establishment, nor even those who recommended them, would have employed them in a position of confidence.

Ten were utterly unfit for duty, being wanting in judgment and activity. Two were men for politics, and were too seriously engaged in the great questions at the time, to apply their minds to the business of the office. One was afflicted with epilepsy, and during his fits, whilst on duty as letter-carrier, the correspondence entrusted him for delivery was, of course, left at the mercy of the public. I may add that one man who never had learned the letters of the alphabet managed to make his way into the office as letter-carrier.

In all these cases the confidence of the authorities had, of course, been grossly abused. The official existence of the greater part of the incompetent was of short duration—the drunkards staying long enough to cause much trouble and expense and the dishonest committed many depredations before being detected and removed.

Now it cannot be doubted that very few of those thirty-five unworthy officials, would have ever entered and disgraced the Service if the parties who recommended them had gone to the extent of enquiring into their antecedents and social relations, and the Service would not have thus suffered from their dishonesty and incompetency.

If the maxim that a tree must be judged by its fruits were applied to this system of appointments, it could not be upheld by any one who sincerely desired efficiency, safety and economy in the Civil Service.

Amongst the means which seem the most appropriate to effect a substantial and lasting improvement in the efficiency and economical management of the Service, the following present themselves naturally to the mind of those who have had experience in the working of a large office.

1st. The establishment of a permanent Board of Examiners, who, like the judges of our courts, should be free from political influence and all sorts of prejudices and local claims, to examine periodically and alternately in the principal cities of the Dominion, all candidates for situations in the Service, to test and register their educational qualifications, the admission of the candidates being, according to the situation sought, subject to certain clerical attainments, which for clerkships in the post office, should include, at least, a sufficient knowledge of grammar, arithmetic, geography and caligraphy.

2nd. Before giving employment, the official in charge of the office in which the candidate is to be employed, to be requested by the authority making the appointment to make a strict enquiry into the previous conduct, antecedents and physical condition of the candidate and report thereon.

3rd. Candidates to be admitted into the Service as probationary clerks only, and to remain as such one full year.

4th. During the year of probation, the new employé to undergo periodical examinations by the the head of the office and the principal officer of the branch in which he is employed, to test effectually and record his progressive proficiency and aptness for the work entrusted to him, and the continuance of employment as permanent and classified official to depend on such reports.

5th. Once classified, promotion to a higher class not to be granted on mere length of service, as it is now generally done, but only when the employé shall have acquired a thorough knowledge of the regulations governing the operations of the branch in which he is employed and shall, by a zealous application, have become able to perform efficiently the various duties of that branch.

That the efficiency of the Service would be much promoted and maintained, and the expenses now made for salaries considerably lessened, by the adoption and strict

application of such rules, no one who has had any experience in the working of an office could doubt.

However, with regard to the examination to test the educational qualifications of the candidates, I may say that, from experience acquired in this office, and the nature of the duties to be performed therein, no high literary attainments are required, as indispensable qualifications; an elementary education including grammar, geography and good plain writing, being sufficient to constitute efficiency, when combined with intelligence, activity, memory, punctuality and a quick sight, and indeed such are the qualifications of the most useful men now working in this establishment.

As educational attainment is but a part of the qualifications required to ensure efficiency, and the *only part too* which can practically be tested by an examination of short duration, the suggested year of probation is necessary to ascertain if the candidates possess the other qualities, which are not less necessary than education, to make them eligible for permanent employment and progressive promotion in the classes.

The immediate permanent appointment and classification of a clerk as now generally made, without any enquiry respecting his fitness for the duties of the office, is practically understood to mean that he *must be employed*, and the consequence is that the heads of the office are placed in an awkward position towards both the Department and the employés, when they are not up to the mark, as it frequently happens, that such employés are on an equal footing with the most meritorious, and gradually attain positions in the higher classes by mere length of service, with very little other merit than that of growing older.

This undesirable state of things would be rendered impossible by the adoption and strict application of the rules suggested.

It is hardly necessary to say that by employing only men whose fitness would have thus been thoroughly tested, the efficiency of the Service would be greatly increased, the expenses of management considerably reduced, and the position of the Heads of offices made more useful and pleasant.

In a large office like this, there is a great deal of purely mechanical work or drudgery done by a number of the staff, who are paid as much as the clerks entrusted with the more important and responsible duties. By making a distinct class of the former—whose maximum salary should not exceed \$600—the expenses of the office might be reduced considerably, without impairing the Service in the least.

If a number of candidates, after their successful examination by the Board, were employed at half salary, as auxiliaries, until vacancies should occur, with the understanding that vacancies would be reserved for them, this would ensure to the Service available well-trained men at the time their services would be required, and the services thus rendered would effect a saving in the expenses of management.

With regard to discipline, I would suggest that a certain power of imposing fines from fifty cents to two dollars, should be delegated to the heads of large offices, to enable them to summarily punish irregularities affecting the discipline and working of the office. This power, however, to be exercised under certain rules which would, in every case, enable the employé punished to admit or deny the charge made against him, and to appeal to the Head of the Department in case he should think he had been unjustly treated.

In my opinion, a post office employé once classified should not be allowed to attend to any permanent business by which his mind is likely to be diverted from the duties of his position, and his health impaired by overwork. I would have only the very best men available employed in the Service, pay them liberally for their services, and, for the honor of the Department and the advantage of society, demand the exclusive use of their time and talent.

However, to interest such officials in their position and to enable them the better to devote themselves to the Service with an unburdened mind, respecting the subsistence and education of their family in case of death, I would compel them to contribute more to the Superannuation Fund, say from two per cent., as now, to four or five per cent., and thus provide a small pension for their family, in case of death,

until the children should have reached a certain age, which would enable them to work for a livelihood.

As the sacrifice demanded from the employé to thus provide for his family would be a light one, compared with the object in view, this could be done without in any way increasing the present scale of salaries.

MONTREAL, 10th September, 1880.

Mr. G. LAMOTHE, Postmaster of Montreal, examined :

922. What are your duties?—Postmaster in the Montreal Post Office.

923. What is your salary?—\$4,000 per annum.

924. Have you any other perquisites, commissions or emoluments whatsoever in addition to your salary?—No.

925. Are any of the employes of your office allowed any remuneration over and above their official salaries?—No.

926. Are any of them engaged in any business or occupation outside their office?—Yes; three to my knowledge of the inside office, one is agent for an Insurance Co., another is employed at the theatre in the evening, the third acting in various agencies or capacities. There are, besides, several of the letter-carriers who have occasionally been employed in various connections. I do not believe it interferes much with their duties, although I often remarked that they were called on that account several times in the enquiry office.

927. Who appoints the clerks, letter-carriers and other members of the staff?—The Postmaster General.

928. Do they serve any term of probation before having their appointments confirmed?—There are some.

929. Do you, as a rule, find the persons employed in your office sufficiently well educated to enable them to perform their duties efficiently?—No.

930. Have you any persons in your office who from age, infirmity, bad habits, or other cause are unfit for service?—Yes; eight or nine.

931. Have you ever had any clerks given you unfitted for their duties for any of the above causes?—Yes; there have been a few.

932. Have you sometimes to address complaints to the Head Department about clerks who are not giving good service. Is any attention paid to these complaints?—Sometimes. Generally my complaints are attended to.

933. Are your employes regular in their attendance?—Generally they are.

934. What is the average length of time each is employed daily?—Eight hours.

935. Have you any men whose hours of attendance are usually long or unusually short?—There is no difference in the number of hours, but the good employes do more labor and are always on hand in emergencies.

936. By whom is the cash received in your office?—By the clerks of the Money Order and Savings Bank Branch, the accountant and the secretary.

937. From what services?—From unpaid and insufficiently paid letters, newspaper weight postage, rent of boxes or drawers, deposit on post office keys, waste paper sales, cash sales of postage stamps, sale of money orders and from Post Office Savings Bank accounts.

938. What check have you over these receipts?—By cash transactions being recorded by two or more clerks, by *borderaux* and forms being attached to the transactions before their transmission to the accountant who must have vouchers for everything.

939. Into what bank do you make your payments on Post Office Revenue account?—The cash received for account of Money Orders and Post Office Savings' Bank is deposited in the Bank of Montreal, all other cash receipts in the Ontario Bank.

940. How often do you make these payments?—In the Money Order office *every day*, in the accountant's office, whenever a sufficient amount has accumulated, generally three or four times a month.

941. Do you place any money received on account of Post Office revenue to your own credit in any bank?—No.

942. In whose custody are the postage stamps kept in your office?—The accountant and the secretary.

943. What security do these officers give?—They give none, but I am the responsible person and I have given security to the Department for all the responsibilities of my office, including the subject mentioned.

944. How are postage stamps supplied to stamp vendors?—By requisitions from vendors, accompanied by bank certificates for the amount required.

945. Do you think the system of selling postage stamps could be improved?—Yes, I do; I would suggest that the minimum amount of \$20 for each purchase of postage stamps be increased to \$100.

946. Do you sell any postage stamps directly to the public?—No; with but very few exceptions.

947. How is the money received for these stamps accounted for?—By being duly entered in cash book and amount lodged in the bank with other deposits, return being made to the Department in the monthly statement.

948. Are these stamps remaining in your hands ever verified, and how often?—Partial inventory every day and periodical ones by the Post Office Inspector.

949. By whom are your accounts kept?—By the accountant and by the secretary.

950. How often are they rendered to the Department?—Once a month.

951. Do you receive much money in payment of postage?—About \$14,000 a year.

952. How is the postage to be collected at your office charged against you?—In letter bills from corresponding offices.

953. How do you charge against your corresponding offices the postage to be collected by them?—In letter bills, unpaid postage sent and received reciprocally by corresponding offices being included in the monthly statements sent up to the Department.

954. What correspondence is conducted in your office?—Official correspondence with the Department and the public.

955. By whom is it carried on?—By myself, the deputy postmaster and the secretary.

956. Are there any persons belonging to your staff occupying rooms in the Post Office building?—Yes; the house-keepers.

957. Have they any allowance, such as fuel, light or any other perquisites?—No other than derived from the house, which is heated, lighted and supplied with water.

958. What becomes of the waste paper of your office?—It is sold, and the proceeds form part of the cash accounted for.

959. Who receives the money paid for this waste paper?—The accountant.

960. Is the health of your staff satisfactory?—Yes; with few exceptions.

961. What is the average annual absence of each member of your staff for leave, or for sickness?—All inside employés have two weeks; the carriers, one week. As an average there are about two clerks and two letter carriers absent on account of sickness.

962. Are there any duties in your office calculated to affect injuriously the health of your employés?—Yes; the hoist, as it now exists, which being in constant use, proves injurious on account of the muscular power necessary to move it, a defect which could be easily remedied by the use of mechanical power.

963. Could any reduction be made in the number of your staff if there were no such exceptions?—Yes; if this office could be conducted like a private establishment, I could dispense with seven or eight employés.

964. Have you any night work in your office or extra hours of labor; how many clerks are there employed, and during what hours is this work performed?—Yes; five to ten in the evening and from five in the morning to the regular office hour; there are from fourteen to sixteen clerks thus employed.

965. Do these not receive any extra pay for this work?—They do not.

966. Under whose supervision is this night work performed?—The heads of the despatch branches.

967. How are the duties of your office divided; what supervision is there over these divisions of duty?—They are divided into six branches, each of which is conducted by a head clerk.

968. Do you consider the supervision thus given to be sufficient to ensure a proper performance of each duty?—Yes; with the exception of the operations of the despatch branches, which are carried on in the basement, and this is partially owing to the difficulty of working the hoist.

969. What is the system pursued in dealing with registered letters and parcels both received and delivered?—All registered matter, either received from other offices or posted here, is immediately entered and numbered in a record in which the name and destination of each are given.

All letters received from other offices are accompanied by letter-bills on which they are entered. The registration clerk who receives these letters and enters them in the record, certifies those entries by his initials on the letter-bills, and a receipt is also given by the registration clerk for every letter posted at the wicket.

Letters received for other offices are handed to the despatch clerk in charge, who records their mailing in a column provided for that purpose—that is, by writing the name of the office to which they are sent and the date of their despatch; and letters for other offices remaining in this office at night are entered on a *borderau*, which is signed by the registration clerk, who comes in the morning, and the despatch record is examined daily, both by the chief clerk of the Registration Branch and by the clerk in charge, to ascertain that all letters received for despatch have been properly disposed of.

Registered letters received for delivery at the wicket are not delivered without a receipt being given by the addressee, as well as those delivered by letter-carriers.

970. What becomes of these registered packages at night?—They are kept in locked boxes and put in a safe.

971. What check is there to ensure the safety of packages placed in the safe at night?—The keys of the safe are not accessible but to those who are responsible for the letters.

972. How are the supplies for your office obtained—for instance, stationery, fuel, light, clothing for letter-carriers, miscellaneous?—For stationery, by requisitions sent to the Department every quarter and supplied by it. For fuel, by tenders examined and accepted at Ottawa. For light, by the ordinary gas bill. For clothing for letter-carriers, from persons specially authorized by the Department. For miscellaneous, the petty expenses, to the amount of \$25, on an average, per month, are paid by the accountant under my authority, and approved of by the Department.

973. How are payments made for these articles?—For fuel, light and miscellaneous, paid by cheque from Ottawa, on my requisition. The clothing for letter-carriers is paid out of the annual allowance of \$50 made to each carrier for that purpose.

974. What check have you on the consumption of such articles?—The stationery is kept in my office and distributed upon a written demand from the head of each branch; as for the other items I have no other check than the ordinary surveillance.

975. Have any of your employés been defaulters?—Not since 1875, except the cases of stealing of money letters, which have been reported to the Department.

976. Can you say how much was lost through those defalcations?—Nothing, to my knowledge, was lost by the Government; and I am not aware of the amount of private losses connected with the letter stealing.

977. Did those employés give any security?—Yes.

978. Do you know if any portion of these losses were recovered from sureties?—I do not know.

This concluded Mr. LaMothe's evidence.

MONTREAL, 10th September, 1880.

Evidence of E. F. KING, Post Office Inspector, Montreal:—

979. What is your present appointment, and how long have you been in the Service?—I was first appointed to the Post Office Service in March, 1846, as Junior Clerk in the office of the then Deputy Postmaster General, the Department, in those days, being still under Imperial *regime*, the transfer to Provincial control occurring on 1st April, 1851. Remained in the Chief Administration Branch of the Department until January, 1861, during which period passed through the several clerkships attached to the branch, becoming "Chief Clerk" and then Secretary to the Department. Since 1861 have held my present position of Inspector of the Montreal Postal Division.

980. What are your general duties as Post Office Inspector?—The duties of a Post Office Inspector are, in detail, of a varied nature, but, in a general sense, they consist in giving attention to everything connected with the well-working of the Division. Some of these duties may be thus indicated: Enquiry into and applications for new post offices; arranging for establishment and service of new offices; instructions to postmasters; seeing to maintenance of existing services and to proper performance of contracts; advertising for new contracts; preparing contracts and securing their execution; obtaining bonds from Postmasters and others; transfers of postmastership; arranging for due mail connections being secured; compiling distribution lists; enquiry into and report on applications for change of service, or for increased frequency; questions connected with allowances to postmasters for forward duty; enquiry into and report on complaints against postmasters, and on petitions for change in site of office; enquiry into missing letters and abstraction cases, or of delay of letters or papers in course of post; the management of the railway mail service, and supervision of railway mail clerks; attention to postmasters in default with their accounts, and collection of balances in arrear; inspection of Money Order and Savings Bank offices with reports on irregularities connected therewith; supplying certain Money Order offices with funds to meet orders; requisitions for payments to mail contractors, and the rendering of various returns to the Department. The attention to these and other duties involves a large correspondence personal communication with many people, and a good deal of locomotion.

981. Give a statement of the staff of your Division; of the railway mail clerks attached to it; of the railway mail service under your control; total payments for mail service made through your office; the number of post offices in the Montreal Division, and the total mileage performed in the Division?—

*Staff of P. O. Inspector's Office*:—P. O. Inspector, Assistant P. O. Inspector, five clerks and messenger.

*Railway Mail Service*:—Chief Railway Mail Clerk and 41 Railway Mail Clerks (11 Railway Mail Clerks of 1st class, 20 of 2nd class, and 10 of 3rd class.)

*Railway Mail Services, with Postal Cars, attached to Montreal Division*:—Montreal and Three Rivers, North Shore Railway; Montreal and Calumet, Quebec, Montreal, Ottawa and Occidental Railway; Montreal and Mallorytown, Grand Trunk Railway; Montreal and Island Pond, Grand Trunk Railway; Montreal and St. John's, Grand Trunk Railway; Montreal and Abercorn, South-Eastern Railway; St. John's and St. Armand, Vermont Junction Railway; St. John's and Waterloo and Magog, Central Vermont Railway; Sutton Junction and Sorel, South-Eastern Railway; Sherbrooke and Agnes, International Railway; Sherbrooke and Lake Aylmer, Quebec Central Railway; Sherbrooke and Rock Island, Massachusetts Valley Railway.

*Railway Mail Services, without Postal Cars*:—Montreal and Lachine, Grand Trunk Railway; St. John's and Rouse's Point, Grand Trunk Railway; Montreal and St. Jérôme, Quebec, Montreal, Ottawa & Occidental Railway; St. Thérèse and St. Lin, Laurentian Railway.

*Total of Payments for Mail Service*, of all classes, made on requisition of P. O. Inspector, Montreal:—June quarter, 1880, \$17,699.40—equal to \$70,797.60 a year (Grand Trunk Railway not included.)

475 *Post Offices in the Division* on 1st September, 1880.

The total mileage per week on "Land Routes" (that is not including either railway or steamboat service), on 1st July, 1880, was 8,724 miles (that is, double miles, a service being, of course, both ways.)  $8,724 \times 52 = 453,648$  miles a year. This is the mileage under contract; but of this total 231 miles per week are suspended in summer.

*Number of Mail Services in the Montreal Division*, 1st September, 1880:—"Land Routes," 318; Railway Services, 14; Steamboat, 3.

982. Have you any difficulty in the preparation of bonds of postmasters, which form part of your duties?—

*Bonds of Postmasters*:—The present form of bond, introduced only last year, to conform to the requirements of some Statute passed a few years ago relating to "Public Officers' Bonds" is proving, in practice, very ill-adapted to post office necessities. It is too complicated for general use, for it is to be remembered that the postmasters of our smaller offices are often men not accustomed to deal with legal documents of this nature. These bonds have to be executed in duplicate,—and as there are 13 signatures required to each,—26 signatures, in all, have thus to be obtained, involving, besides the signatures to the bond itself, four affidavits in duplicate before a magistrate. It is so framed that, in order to be properly executed, the postmaster, his two sureties, a couple of witnesses and a magistrate, have all six to be got together, who must, between them, fill in a number of blank spaces. Now, in country parts, the two sureties of a postmaster may not only live some distance from himself, but from each other, whilst the magistrate may not always be available.

The consequence is that the postmaster's bonds, instead of being, as formerly, a comparatively easy matter, is now the reverse. Bonds are being constantly sent in imperfectly filled up, the imperfections or mistakes being remediable only by sending the forms out again or preparing new bonds; and the consequent re-assembling of the various parties who have already once been got together at a great deal of personal trouble.

This new form of bond not only throws a great deal of trouble, involving waste of time and labor on the inspector's office, but is the occasion of unnecessary annoyance to postmasters.

It may, I should think, be possible to dispense with all the four affidavits attached to the new bond, or, at all events, with those of the witnesses. The sureties have already, in addition to their signing in presence of the "witnesses," acknowledged their responsibility "as one of the sureties in the foregoing bond, before the Magistrate." This being so, the necessity for the affidavits of these witnesses is not very clear.

The bond should, I also think, be so prepared that all the dates may be filled, in advance, in the inspector's office before transmission for signatures, the signers adopting, by their signatures, the dates so filled in.

Then, as to the signatures to the bond itself, the form might be printed thus:—

(Witness to Postmaster's Signature).	(Postmaster).
(Witness to Signature of 1st Surety).	(1st Surety).
(Witness to Signature of 2nd Surety).	(2nd Surety).

In this way it would not be necessary for all the parties to the bond to meet and sign before the same witnesses.

I think, too, that the form of this new bond could, in some respects, be more clearly arranged.

I may add that the Inspectors of the Division of Quebec and Three Rivers have both told me that they experienced the same difficulties in connection with these bonds.

983. From your long experience in the Service, could you let us know what is the present condition of the Montreal Post Office, with regard to its internal organization and efficiency of its staff; and by which means could the efficiency of the Service be increased and maintained, and the expenses of management reduced?—I have read the memorandum on the subject of the Montreal Post Office, submitted to this Commission by the assistant postmaster; and, without committing myself to his views in every detail, I certainly concur in them very generally.

## CUSTOM HOUSE, MONTREAL.

MONTREAL, 13th September, 1880.

WM. B. SIMPSON, Collector of Customs, Montreal.

984. Have you any perquisites, fees, commissions or emoluments whatsoever in addition to your salary?—None now, save fees for bills of health which do not exceed ten dollars a year. Formerly I held the position ex-officio of shipping master, which yielded me from five to six hundred dollars per annum; but of which I was deprived by the late Government, as their last act. I consider I should be indemnified for this loss, as I was given to understand by the late Minister of Customs that said fees, together with my official salary, would form the basis of my superannuation.

985. Who appoints the clerks and other employés of your office?—All permanent appointments are made by the Government through the Minister of Customs. All supernumeraries are appointed by the Minister of Customs on recommendation of members of Parliament, and on the applicants passing an examination before the collector as to their competency.

986. Do they serve any term of probation before being confirmed in their appointments?—They do not.

987. Do you consider your present staff efficient?—I think a portion of my staff is efficient; but there are some that are not so. I consider that an improvement should be made in the long room, where I have no clerk, who can, from the knowledge of the language, check either Spanish or German invoices. Mr. Gabler, the appraiser, being the only person acquainted with the latter language. The standard of some of the clerks of the long room requires to be raised. My opinion is that men are thrust into office through political pressure that are, in some instances, unfit for their duties.

988. Is there a regular system of promotion in your office; and how are promotions made?—There is not a regular system of promotion, although I try my utmost through my recommendations to the Department, as far as possible, to accomplish that desirable object. As a general thing in the past, vacancies have been filled up by outsiders; and where promotion has taken place in the office, it has been contingent on long service, coupled with efficiency; but also, frequently, through the pressure brought to bear upon the Government by the friends of the party promoted.

989. What are the means at your disposal to enforce discipline amongst your employés?—The means at my disposal to enforce discipline consists: 1st. In personal influence; 2nd. The threat of reporting to the department any delinquency; and 3rd. Suspension of the party who disregards any of the former, by his overt act, and reporting the same to the Department. I consider it would be advantageous for the discipline of the office if, in addition to the foregoing means of enforcing it, the collector should be empowered to fine officers by deducting from their salary certain sums for absence, non-attendance and other serious causes, rather than to proceed to the extreme measure of suspension.

990. By whom is the cash received in your office?—By the cashier and his assistant.

991. What checks have you over the receipts of your office?—The surveyor's cash-book and the chief clerk's cash-book, but more particularly the daily statement made by the cashier to me, which is checked with the bank receipts in favor of the Receiver-General. I am of opinion the checks are ample and sufficient.

992. In what bank do you make your deposits, and how often are they made?—In the Bank of Montreal, and every day. The collections of the day are taken up with a statement, all placed in a box, to the bank, which—being after banking hours—is placed in the bank vault until the following morning, when the key is sent up to the bank by the cashier and the box is opened and the money counted by the bank officials, and a draft for the Receiver-General is returned. Thus it will be seen that the receipts of one day, although placed in the bank the same day, are, nevertheless, not deposited until the following day, the money being simply placed in the bank



vaults for safe-keeping; and it is doubtful whether, if any accident happened to that money while so placed in the bank, it could be held responsible for the same.

993. Are all public monies received by you deposited at the credit of the Receiver-General?—There are special funds, such as wharfage, Trinity dues, pilot fees, Sick Mariners' Fund, &c., &c., which are deposited in the bank to the credit of the Collector of Customs of the Port of Montreal, and chequed out in favor of the corporations for whose account the monies were received.

994. How often are the accounts rendered to the Department at Ottawa?—Monthly, quarterly, semi-annually and annually.

995. What correspondence is conducted in your office, and by whom?—The correspondence is carried on by me and my corresponding clerk. That with the Department is kept separate. The correspondence is very large. So far the method of keeping the indexes and records has been found sufficient.

996. Are there any persons residing in the Customs buildings at Montreal?—Yes; the old caretaker, who is now superannuated, still resides in the upper part of the main building with his wife, as she has the care and charge of keeping it clean, she being the housekeeper. In addition to this, the engineer, with his wife and family, also reside in the upper part of this building.

997. Have they allowances, such as fuel, light, or of any other kind?—Yes; they are allowed fuel and light, which in all does not amount to much.

998. How are the supplies for your office obtained, viz., stationery, fuel, light, miscellaneous?—They are obtained as follows: stationery, by application to the Department; fuel, by contract approved by the Minister; light, by gas-meter, and paid for quarterly. Miscellaneous—most of these items which can be possibly deferred are procured on permission received from the Department. There are cases, however, where I assume the responsibility of procuring them and report to the Department. They are paid out of credits allowed for contingencies.

I desire to draw attention to the very heavy item of expense, viz., water, which charge I consider to be very largely in excess of what it should be; the corporation of the city charging us in accordance with the assumed value of the buildings we occupy, viz., Custom House and the Examining Warehouse, and not in accordance with the quantity of water consumed. The rates charged are:

For the Custom House.....	\$454 10
“ Examining Warehouse.....	601 35
“ Engines .....	266 00
Total.....	\$1,321 45

999. What checks have you in the consumption of such articles?—The stationery used formerly to be applied for by the several departments of this office, and was delivered to said departments to be consumed as they saw fit. Finding this not an economical mode, or for the general interest of the Service, I have inaugurated a stationery office, under the special charge of one clerk, who gives out the stationery as it is required on reference being made to me. This is the only check I have on this item. On other items, such as fuel, light, miscellaneous, I have no check beyond the ordinary supervision and a comparison of accounts with previous years.

1000. Have any of your employés been defaulters, and if so, how much has been lost in that way?—None have been so.

1001. Did these employés give any security?—Some of the employés give security, but the great majority do not; and in my opinion they should all be under bonds, as either by negligence or wilful misconduct, the receipts of Customs might suffer. When I came to this office, I found the cashiers did not give any bonds, and as I individually was responsible for the receipt of all monies, I exacted bonds for my own protection from these gentlemen, which was duly reported to the Department. The cashier and his assistant are now under bonds of twenty thousand dollars each, jointly with two sureties.

JOHN LEWIS, Surveyor and Warehouse-keeper, Montreal Customs.

1002. Have you any perquisites, commissions or emoluments, whatsoever, in addition to your fixed salary?—None; except such as may be derived from seizures made by me.

1003. Are there amongst the employés of the office any in receipt of additions to their salaries?—The tide surveyor receives fees for measuring the tonnage of vessels, from the owners. An aggregate amount of a few hundred dollars, is paid by the Harbor Commissioners to three or four clerks more immediately concerned in collecting wharfages for the trust. I am not aware of any bonus or extra pay being paid by the Department to any of the employés.

1004. Are any of them engaged in any business or occupation outside of their office?—Not that I am aware of.

1005. Do you, as a rule, find the employés of your office sufficiently educated for the performance of their respective duties?—I do not know of any who are not.

1006. Have you employés in the office, who, from age, infirmity, bad habits or other cause, are unfit for service?—I know of none being incapacitated for the cause mentioned.

1007. Are your employés regular in their attendance?—Yes; very generally.

1008. What is the average length of time each person is employed daily?—Clerks, landing waiters and appraisers in charge of office duties, attend usually from 9.30 a.m. to 4 p.m.; weighers, gaugers and tide-waiters, attend from 8 a.m. to 6 p.m. (one hour allowed at noon for dinner.) In the case of tide-waiters employed at railroad stations and on some vessels, they attend at 7 a.m. Lockers are engaged from 8 a.m. to 6 p.m., so also are laborers in the examining warehouse.

1009. Have you any employés whose hours of attendance are unusually long or unusually short?—None.

1010. Is the staff of the office efficient and are their duties well performed?—The staff is efficient and their duties are generally well performed.

1011. What would be, in your opinion, the best mode of making appointments for the Customs Service?—In my opinion, care should be taken before selecting any person for an office, to ascertain that he is possessed of the primary qualifications as to morals, health, age and fair education; and then that every one so selected should go through a probationary stage of from six to twelve months. I disapprove entirely of making appointments as at present, irrespective of qualification.

1012. Have the promotions in your office been made by reason of seniority or of merit?—As a rule, the filling of vacancies has been supplied by political influences, both as regards new appointments and promotions; but several have been advanced in the Service on account of fitness, on the recommendation of the collector.

1013. What is the average annual absence of each member of your staff on account of leave and on account of sickness?—A great number of the staff are never absent; but several avail themselves of the annual leave of from fifteen to twenty-four days. Absence through sickness is not of very frequent occurrence.

1014. Do you consider the supervision exercised over every branch of service sufficient?—Yes; I do not know of any want of supervision in any of the departments.

1015. How often is stock taken in the various warehouses where goods are kept?—Four times a year; and by two officers in no way connected with the receiving or delivering of the goods. I mean that the contents of every warehouse is checked within each quarter.

1016. From your experience, could you suggest any means by which the efficiency and economy of the Service might be improved?—I believe the efficiency of the Service, at this port, would be promoted by the adoption of a system of classification of officers and clerks; the employés in each class being advanced by an established scale until they attain to the maximum salary in their class, and promoted into the next class as vacancies occur, except in cases of misconduct or neglect of duty. Such a system would prove an incentive to the faithful perform-

ance of their duty, and would be a check upon undue preference by chief officers in recommending their subordinates for advancement. It would also put an end to frequent, and in some instances, well-founded complaints of injustice, and to applications for increase of salary in advance of the time prescribed by law or regulation. The present system of assigning to each Customs lockers a certain number of bonding warehouses is attended with considerable expense, which might be very much reduced were such officers required to attend at the Custom House, and be ready for duty as required. Moreover, the duties of lockers and of tide-waiters, who are employed at vessels and railway stations, constantly fluctuate with the seasons, &c., and, therefore, it would, in my opinion, be much more economical to form these two classes into one class, under the name of tide-waiters and lockers, or any other more appropriate designation, such as "checkers," and assign each his duty, as circumstances may require, or, which he may be best qualified to perform.

A very considerable sum would also be saved, as well as greater security to the revenue effected, by establishing Government bonding warehouses, more especially for the storage of wines and liquors, thereby superseding the present private bonding warehouses for such goods, and reducing the number of lockers. Moreover, such a change would be a guarantee against frauds, which are difficult of detection.

#### INLAND REVENUE, MONTREAL.

MONTREAL, 15th September, 1880.

Mr. R. BELLEMARE, District Inspector, examined :—

1017. Please define the duties of your office?—My district of inspection extends from the counties of Champlain, Nicolet, Arthabaska, on the east, up to the limits of Ontario and Quebec. There are, in that district, eleven judicial districts and as many revenue divisions. Nine of them are under my surveillance and the two others are inspected by the Department at Ottawa. I have to visit the offices of Inland Revenue or Excise regularly and the offices of Weights and Measures occasionally or when directed to do so. There are additional duties I am occasionally called upon by the Department to perform.

1018. How often do you visit places where excise goods are produced?—Usually four times a year.

1019. How often are the bonded warehouses examined and stock taken?—In all divisions, except Montreal, I personally take stock in the warehouses about four times a year. In Montreal, the stock is taken by officers under me every six months, and a due control is kept over the goods remaining in bond. In future, owing to a separation between the Customs and Excise warehouses, we will have a better and more direct control over bonded goods subject to excise duty.

1020. Do you check the operations of the manufacturers from the ingress of the raw material to the payment of duty and delivery of goods?—I do.

1021. What means are taken to ascertain the presence of the excisemen at their posts during the prescribed hours?—A register is kept showing the different places at which excisemen are employed during business hours each day.

1022. When did you last check the books and vouchers of the Montreal Division?—They are checked each day, as a rule, within my hearing, but I have explained to the Commissioners that the requirements of the Department's circular in this respect cannot be carried out in this division, owing to the extent of the business transacted, but I am satisfied, however, that the checking of the accounts here is safe.

1023. What means do you generally take to ascertain whether the collector and other officers under him perform their duties?—A constant superintendence of their personal attention to their duties, and also of the correctness of their books and returns.

1024. Will you describe the manner in which revenue stamps are procured and how they are dealt with and accounted for?—A requisition for stamps required is made upon the Department at Ottawa, and an order is sent to the British American Bank Note Company, here, to deliver the stamps to the collector; an account of the stamps received is entered in a book kept by the deputy collector and are issued on a requisition from the manufacturer, to be affixed to the goods in the presence of an officer. The stamps are kept in a vault when the office is closed. About 150,000 are issued monthly.

1025. Are yourself or any of your officers in receipt of perquisites, fees, commissions or emoluments, whatever in addition to fixed salary?—Not that I am aware of, beyond their share of seizures; I, however, do not participate in such.

1026. Who appoints the clerks and other employés of your office?—The Governor in Council.

1027. Do they serve any term of probation before being confirmed in their appointments?—They are required by the Department to pass an examination when called upon.

1028. What is the character of the examination?—I submit the programme for the examination.

1029. Do you consider your present staff efficient?—The staff, as a whole, is fairly efficient, but that for the Montreal division is numerically insufficient for the work required of it.

1030. Is there a regular system of promotion in your office, and how are promotions made?—The promotions of late that have been made in this office have been for merit.

1031. Are any of your officers engaged in profitable business or occupation outside of their office?—Not that I am cognizant of. One of the officials has been employed occasionally as an accountant after office hours; he is a clever and efficient officer and his salary is only \$500 per annum. It is a rule of the Department that an officer receiving a salary of one thousand dollars and upwards shall not accept any other than his official employment.

1032. Do you, as a rule, find the employés of your office sufficiently educated for the performance of their respective duties?—As a rule they are for the duties they have to perform.

1033. Have you any employés in your office, who, from age, infirmity, bad habits, or other cause, are unfit for office?—There is one officer who has been frequently sick, there is another who is inclined to drink; these are employed on the Montreal Division. One of the collectors in a rural division I consider too old and infirm to efficiently perform his duties.

1034. Are your employés regular in their attendance?—Generally so. An attendance book is kept.

1035. What is the average length of time of duty for your officers?—From 9.30 to 4 o'clock; many of the officers are, however, employed considerably longer.

1036. Are the salaries of your officers in proportion to the responsibility and labors of their office?—I do not consider the scale of salaries proportionate to the duties and responsibilities.

1037. What would be, in your opinion, the best mode of securing good appointments?—I am of opinion that the existence of a permanent Board of Examiners, before whom all applicants for appointments should be examined, would tend to improve the efficiency of the Service. I also favor a probationary stage; what I now recommend already exists in the Inland Revenue Department.

1038. Do you consider the supervision exercised over every branch of your district sufficient?—Under the requirements of the new Act, I consider the staff insufficient in number to perform the additional duties required of it.

1039. What are the means at your disposal to enforce discipline?—I have power to suspend any officer for dereliction of duty.

1040. How is the cash received in your office kept, and how accounted for?—In current money and accepted cheques. When the amount of duty to be paid by

any one party or firm exceeds \$500, they are required to deposit the amount in a bank to the credit of the Receiver-General, for account of the Inland Department and the bank's receipt therefor is received in payment of duties. The cash receipts are deposited daily, at noon, to the credit of the Receiver-General, and a statement of the collections, with a deposit receipt therefor, is transmitted daily to the Department at Ottawa. Any sum collected subsequent to noon is in the possession of the collector, and is kept in a safe. The amount so kept in no case has exceeded \$25,000, and is principally in accepted cheques; the average amount so kept is between \$3,000 and \$4,000, of which I should say 25 per cent. is in current funds.

1041. Have you had any defalcation in your office?—Only once to a considerable extent, the defaulter being now in the penitentiary. He was under bond to the extent of five thousand dollars, which amount was recovered, being one-half the amount abstracted.

1042. What are the securities given by your officers?—They are all under personal bonds, with two sureties; or they give bonds of an approved guarantee company.

1043. From your experience could you suggest any means by which the efficiency and economy of the Service might be improved?—My opinion on that matter can be resumed as follows: 1st. I believe the selection of officers should be based on their physical and intellectual qualifications, tested by a strict examination either before a permanent Civil Service Commission or Departmental Board of Examiners, as now established in this branch of the Service. All aspirants to appointments in the Service should qualify themselves and produce certificates from such Boards of Examiners. 2nd. As the physical and intellectual qualifications are not sufficient to make a good officer if the character is otherwise deficient, I think all officers should be submitted to a probationary stage, by which their judgment, their tact, their docility, their civility, their honesty, their assiduity, their general habits, would be tested. The cleverness displayed during the first test is of no use, or rather dangerous, if the moral qualifications required by the second test are not unexceptionable. No officer should be appointed or allowed to remain in the Service if he cannot satisfactorily stand the two tests. I believe the efficiency and the economy of the Service will be found there.

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 Jos. L. VINCENT, examined:

1044. Please describe your duties?—The supervision of all the employés; the responsibility of the money collected, the correspondence to the Department and to the public; to issue all licenses, to examine the stock books of all the manufacturers, and to take stock in the various excise bonded warehouses, and to answer generally all enquiries made by the public. That part of my duties which consists in the examination of the books and stocks at the manufactories is not regularly performed for want of time.

1045. How is your work distributed among your officers and clerks?—The work is distributed as follows:—A certain number of employés are employed at the various duties in the office; others at surveying malt houses; others in charge of tobacco factories; others as lockers to excise warehouses; some in weighing spirits on removal; some at testing petroleum; and one in charge of the bonded factory. Our staff consists of twenty-seven all told.

1046. Are the duties of the excise men well and regularly performed; and how do you ascertain this?—Yes, generally; but there are duties connected with the supervision of factories for which special aptitudes apart from mere education are necessary, which cannot be efficiently performed by all our officers. If there were more men with such aptitudes the revenue would be better protected.

1047. Who would attend to your duties in case of absence?—I believe it would devolve to the deputy-collector.

1048. Who has the supervision over the book-keeping?—The deputy-collector.

1049. Is the system of your book-keeping left to yourself, or is it controlled and regulated by the Department at Ottawa?—It is controlled by the Department at Ottawa.

1050. To your knowledge, have promotions in this office been made by order of merit?—Not always.

1051. By whom is the distribution of the work in your office apportioned?—The book-keeping by the Department; other duties by the collector. The cashier has been placed at his duties by me on sanction of the Department.

1052. Is the work fairly divided, or are some classes of your clerks called upon to perform more than others?—The work is pretty fairly divided; the cashier having perhaps more to do than some of the other clerks.

1053. Is the current work of each day written up or otherwise completed before clerks leave the office on that day?—Yes; so far as the ordinary office work is concerned.

1054. Is your staff efficient?—Yes, generally; two or three of the officers however, are not quite efficient, one on account of old age; one for his intemperate proclivities, and one or two for want of sufficient education.

1055. Are any of the employes required to work long hours each day, than those prescribed for attendance at the office?—There are some; but they are not paid extra.

1056. Do you consider the scale of salaries of the employes as commensurate with their duties and responsibilities?—I do not think it is exactly so.

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#### CUSTOM HOUSE, QUEBEC.

QUEBEC, 18th September, 1880.

JOHN W. DUNSCOMB, Collector of Customs, Quebec:—

1057. Have you any perquisites, fees, commissions or emolument whatsoever in addition to your fixed salary?—One dollar for each bill of health I deliver, authorized by Statute, amounting in the aggregate to about fifteen dollars a year.

1058. Who appoints the clerks and other employes of your office?—With the exception of the tide-waiters and boatmen, all officers and employes are appointed by the Governor in Council. The tide-waiters and boatmen are appointed by the Minister of Customs; two tidesmen, however, have been appointed by Order in Council.

1059. Do they serve any term of probation before being confirmed in their appointments?—No.

1060. Do you consider your present staff efficient?—Yes.

1061. Is there a regular system of promotion in your office, and how are promotions made?—No; there have been only two promotions in about twenty years. Vacancies are always filled from outside.

1062. What are the means at your disposal to enforce discipline amongst your employes?—Reporting to the Department and suspending.

1063. By whom is the cash received in your office?—The cashier.

1064. What checks have you over the receipts of your office?—The surveyor keeps a "check cash book," in which he writes up all entries daily with a consecutive number. He compares his book with the cashier's.

1065. In what bank do you make your deposits, and how often are they made?—The Bank of Montreal. Every day at 2.30. In an exigency the bank accepts my deposit after banking hours.

1066. Are all public moneys received by you deposited at the credit of the Receiver-General?—All, except the collections for account of the Quebec Harbor Commissioners.

1067. How often are the accounts rendered to the Department at Ottawa?—Accounts of collections are rendered daily; other returns are made weekly, monthly and quarterly.

1068. Are there any persons residing in the Customs buildings at Quebec?—Yes; the housekeeper and his family.

1069. Have they allowances, such as fuel, light, or of any other kind?—He partakes of the heating and lighting of the building, without any perquisites.

1070. How are the supplies for your office obtained, viz., stationery, fuel, light, miscellaneous?—Stationery, by a requisition upon Department at Ottawa; fuel, by purchase, on instructions; light, by purchase of coal oil; miscellaneous, sundry small items amounting to a trifle in the year.

1071. How are payments made for these articles?—With the exception of stationery, out of the accountable cheque given me for contingencies, and of which I make a return once a month.

1072. Have any of your employés been defaulters? and, if so, how much has been lost in that way?—Nothing has ever been lost in that way.

1073. Do any of your employés give security?—All commissioned officers do. The clerks do not; but I think they ought to, as it would tend to elevate the Service.

1074. Are there, amongst the employés of the office, any receipts of additions to their salaries?—The surveyor, the tide surveyor and landing waiters are paid extra for serving steamers on Sundays, holidays and night work. They are paid by the vessels they serve under the authority of Government. And further, all officers except the collector participate in any seizures they may make.

1075. Are the facilities afforded adequate to enable the tide surveyors at this port to efficiently perform their duties?—I think not. The large number of steamers now visiting the port and the great extent of the port require a steam-launch to be substituted for the row boats now in use. There is no adequate accommodation for the examination of passengers' luggage. In the absence of such accommodation, great confusion prevails, to the annoyance of the passengers and dissatisfaction of the officers serving the steamer, who feel their duty has not been properly performed. I would suggest that two suitable buildings be erected, one for the accommodation of cabin passengers' luggage, and the other for steerage passengers. By the present absence of arrangement there is no doubt a considerable amount of valuable property escapes the notice of our officers, and thereby a loss to the revenue takes place. In fact, it invites fraud.

1076. Are any of them engaged in any business or occupation outside of their office?—Not that I am aware of.

1077. Do you, as a rule, find the employés of your office sufficiently educated for the performance of their respective duties?—Yes.

1078. Have you employés in the office who, from age, infirmity, bad habits or other cause, are unfit for service?—No.

1079. Are your employés regular in their attendance?—Yes.

1080. What is the average length of time each person is employed daily?—The long-room employés attend from 9 to 4. The water-side officers, at all hours, as duty requires.

1081. What would be, in your opinion, the best mode of making appointments for the Customs Service?—Satisfactory testimonials as to character, and an examination as to qualification and capacity, coupled with a term of probationary service.

1082. Do you consider the supervision exercised over every branch of service sufficient?—Yes.

1083. How often is stock taken in the various warehouses where goods are kept?—Stock is formally taken every quarter by the landing waiters, and their returns are checked by a long-room clerk with the warehouse-keeper's books. The landing waiters and the long-room clerk selected for that purpose have nothing to do with warehouse business, and it is with great satisfaction that I state no loss whatever has occurred in the warehouses of this port.

1084. Do you consider the system of permitting bonded goods to be stored in a private warehouse a proper or desirable one?—I think a certain class of goods, say wines and liquors should be stored only in a public warehouse. Private warehouses are no doubt a great convenience to the commercial community; but they should be reduced in number as much as possible.

1085. Is there any class of your employés whose pay, in your opinion, is in excess or inadequate for the services they perform?—No; I do not think there are any. There is one exception, however, in the case of an acting appraiser whose pay I consider insufficient for the importance and responsibility of his duties.

1086. From your experience could you suggest any means by which efficiency and economy of the Service might be improved?—With the exception of the two important subjects which I have pointed out, viz. : the steam-launch for the service of the tide-surveyors, and accommodation for the examination of passengers' effects by ocean steamers, I have nothing to suggest.

### INLAND REVENUE, QUEBEC.

QUEBEC, 20th September, 1880.

Mr. LARUE, District Inspector Inland Revenue, District of Quebec.

The District Inspector, Mr. James Lemoine being absent, Mr. George Larue, the Collector Inland Revenue, answered as follows:—

1087. How often do you visit places where excise goods are produced?—Every two months.

1088. How often are the bonded warehouses examined and stock taken?—Every three months.

1089. Do you check the operations of the manufacturers from the ingress of the raw material to the payment of duty and delivery of goods?—Yes; I do.

1090. What means are taken to ascertain the presence of the excisemen at their posts during the prescribed hours?—By frequent visits and general surveillance.

1091. When did you last check the books and vouchers of your division?—About ten days ago, up to 1st August last.

1092. Will you describe the manner in which revenue stamps are procured and how they are dealt with and accounted for?—We first obtain them on requisition from Ottawa; they are then recorded according to denominations in a book kept for that purpose; they are then given to our officers in charge of the various manufactories, on a requisition signed by the manufacturer, who pays duty then; and the balance of stamps remaining on hand is reported to Ottawa every month and verified by my book-keeper.

1093. Are yourself or any of your officers in the receipt of perquisites, fees, commissions or emoluments whatever in addition to fixed salary?—Nothing to my knowledge, except what may come from seizures.

1094. Who appoints the clerks and other employés of your office?—The Department.

1095. Do they serve any term of probation before being confirmed in their appointments?—They have been for some time taken on probation, subject to confirmation after special examination of fitness for Inland Revenue duties.

1096. Do you consider your present staff efficient?—Yes, as a whole; and the Service is efficiently performed.

1097. Is there a regular system of promotion in your office, and how are promotions made?—I am not aware, as none have taken place since I have been here.

1098. Are any of your officers engaged in profitable business or occupation outside of their office?—Not to my knowledge.

1099. Do you, as a rule, find the employés of your office sufficiently educated for the performance of their respective duties?—Yes, with one exception.



1100. Have you any employés in your office who, from age, infirmity, bad habits or other causes, are unfit for service?—No.

1101. Are your employés regular in their attendance?—I have had some difficulty on this point; but at present, I am satisfied.

1102. What is the average length of time of duty for your officers?—For some, from 9 to 4; and for others, some of the excisemen, from 9 to 6, occasionally. The book-keeper is generally here to 5:30.

1103. Are the salaries of your officers in proportion to the responsibility and labors of their duties?—Some officers who have not passed, and who will never be able to pass the required Departmental examination, are in receipt of salaries beyond the value of the services they render; while others, whose duties are very responsible, and who have passed their examination, do not receive salaries adequate to their services.

1104. What would be, in your opinion, the best mode of securing good appointments?—Probation, as it exists now in this office, would, in my opinion, procure the best appointments. It would be indispensable, however, that the officer be fairly educated.

1105. Do you consider the supervision exercised over every branch of your district sufficient?—Yes.

1106. What are the means at your disposal to enforce discipline?—By suspending the offending party and reporting him to Ottawa.

1107. How is the cash received in your office? How is it kept, and how accounted for?—The cash is received by me; and in my absence, by the book-keeper. For sums under five hundred dollars, I take current funds; above that, the usual bank deposits. When I say sums I mean entries.

1108. Have you had any defalcations in your office?—Not to my knowledge.

1109. What are the securities given by your officers?—By personal bonds from themselves and two sureties. The amount varies according to the responsibility of their duties.

1110. From your experience could you suggest any means by which the efficiency and economy of the Service might be improved?—

1111. Who would attend to your duties in case of absence?—My book-keeper, as I have no deputy.

1112. Who has the supervision over the book-keeping?—The Inspector and myself.

1113. Is the work fairly divided, or are some classes of your clerks called upon to perform more than others?—I must say that some of my clerks are called upon to do more than others.

1114. Is the current work of each day written up or otherwise completed before clerks leave the office on that day?—Yes.

1115. Are any of the employés requested to work longer hours each day than those prescribed for attendance at the office?—None. The excisemen, however, are sometimes obliged to be early and late on duty.

#### POST OFFICE, QUEBEC.

QUEBEC, 21st September, 1880.

J. B. PRUNEAU, Postmaster, examined:—

1116. Have you any other perquisites, commissions or emoluments whatsoever in addition to your salary?—Yes; I am entitled to one-tenth of one per cent. on all moneys lodged in the Post Office Savings Bank, and on all Money Orders issued and paid by the Money Order Branch, which amounts to, in the aggregate, a trifle over two hundred dollars per annum.

1117. Are any of the employés of your office allowed any remuneration over and above their official salaries?—No.

1118. Are any of them engaged in any business or occupation outside their office, and are you yourself so engaged?—Not to my knowledge; for myself, I am not.

1119. Do your clerks serve any term of probation before having their appointments confirmed?—Since my appointment there have been but two who have served terms of probation before being appointed, and I am informed that previously several others served probationary terms.

1120. Do you, as a rule, find the persons employed in your office sufficiently well educated to enable them to perform their duties efficiently?—Yes.

1121. Have you any persons in your office who, from age, infirmity, bad habits or other cause, are unfit for service?—There is only one who, from intemperate habits, is frequently absent from duty.

1122. Have you ever had any clerks appointed in your office unfit for their duties from any of the above causes?—No.

1123. Have you sometimes to address complaints against clerks or employes to the Head Department; and if so, is any attention paid to these complaints?—I have had only one occasion in a period of seven years to suspend and report one clerk for insubordination to the Department. He was to be dismissed, but on account of his past good conduct was allowed to retain his position on paying a fine of twenty dollars.

1124. Are your employes regular in their attendance?—Yes.

1125. What is the average length of time each person is employed daily?—Between nine and ten hours a day.

1126. By whom is the cash received in your office?—The assistant postmaster receives and is responsible for the cash collected, which is very little. This consists of unpaid postage on letters, postages on newspapers, and rent of drawers and boxes.

1127. What check have you over these receipts?—We have a book wherein are entered all the unpaid and short-paid postages, and these are charged to the clerks, who have to account for them. An account is also kept by which I know all that should be collected on newspapers. Accounts are also kept by which we entirely control all to be collected for boxes, drawers and “deposits for keys.”

1128. In what bank do you make your deposits?—In the Bank of Montreal.

1129. How often do you make these deposits?—Twice a day. These deposits also include the amount received for Money Orders sold, and deposited in the Post Office Savings Bank.

1130. Are any of the receipts of your office deposited at your own credit any where?—No.

1131. Please state how postage stamps are procured, kept, dealt with, and accounted for?—They are procured on requisition, signed by me, from the Department at Ottawa. They are kept in a tin box, which is deposited in a good safe. They are sold only to licensed stamp vendors who pay for them by a certificate of deposit in the name of the Receiver-General. The balance remaining on hand is counted once a month and checked by the inspector. A monthly return of all stamps sold is also made to the Department.

1132. By whom are your accounts kept? and how often are they rendered to the Department?—By the assistant postmaster, and rendered once a month to the Department.

1133. Are there any persons belonging to your staff occupying rooms in the Post Office building. If so, who are they and what are their duties?—Only the house-keeper and his family. His duty is to look generally after the building, and to collect the letters of some of the street letter boxes. He also attends to the furnace and sees that the street clock is lighted at night.

1134. Have they any allowances, such as fuel, light or other perquisites?—None.

1135. What becomes of the waste paper of your office?—The waste paper is allowed as a perquisite to one of the messengers. I am informed by him he realizes from its sale between forty and fifty dollars per annum.

1136. What is the average annual absence of each member of your staff on leave, and on what evidence of illness do you permit an employe to absent himself?—The

average annual leave granted is fifteen days. In cases of illness a certificate of the physician is required.

1137. Do you consider your staff efficient?—I do.

1138. Could any reduction be made in the number of your staff?—No; on the contrary. I need an additional letter carrier. In consequence of the limited number of letter carriers, I was unable to grant any of them the usual leave of absence.

1139. Have you any night work or extra hours in your office, and if so, how many clerks are thus engaged?—We have no night work.

1140. How are the duties of your office divided, what supervision is there over these divisions of duty?—We have the forwarding branch and the city delivery; also the registered-letter branch, and the Money Order and Post Office Savings Bank branches, and there is a constant supervision by myself and assistant postmaster.

1141. Do you consider the supervision thus given to be sufficient to ensure a proper performance of such duty?—Yes.

1142. Please state how registered letters and parcels are received, kept and accounted for?—They are received by the registered letter clerk, who enters them in a book kept for that purpose; they are kept, in the day, for distribution by that officer; and at night they are deposited in the safe having a combination lock. They are delivered only on receipt of the parties to whom they are addressed.

1143. What check have you on the consumption of supplies?—The stationery is kept by the Assistant Postmaster, who sees very particularly what use is made of it. As to light, fuel and miscellaneous, the control on them is through the ordinary surveillance.

1144. Have any of your employes been defaulters, and if so, how much was lost through these defalcations?—We have had only one defaulter, who was convicted and sent to penitentiary; he took about one hundred letters. The total amount lost in that way was about three hundred or four hundred dollars.

1145. Which of your employes give security?—Myself, my assistant, the money order clerk, the registered letter clerks, and all the letter carriers.

1146. Can you suggest, from your experience, any means by which the efficiency and economy of the Service in your office could be improved?—No.

1147. What could be, in your opinion, the best mode of securing good appointments?—An examination, coupled with a sufficient probationary term, the probationary term being the crucial test for competency.

The assistant postmaster, Mr. Bolduc, participated and concurs in the above answers and opinions of the Postmaster.

## MARINE AND FISHERIES, QUEBEC.

QUEBEC, 21st September, 1880.

MR. J. U. GREGORY, Agent of the Department of Marine and Fisheries, examined:—

1148. How is your staff appointed, and is it efficient?—By the Minister, and it is efficient.

1149. Have you, in the district under your management, any lighthouse-keepers whose services are not efficiently performed?—No.

1150. How often are the lighthouses inspected, and by whom?—Those below Quebec are inspected twice during the season by the inspector; those above Quebec, once during the season, also by the inspector, and require frequent supervision by myself. These require frequent assistance to be kept in order, to meet the wants of navigation.

1151. Have you any other perquisites, commissions or emoluments in addition to your salary, and are any of your employes in receipt of such?—No.

1152. Are any of your employés engaged in any business or occupation outside their office, and are you yourself so engaged?—No.

1153. Have you any person in your office, or in the lighthouse, steamers or police services, who from age, infirmity, bad habits or other cause, is unfit for service?—Not at present; but I wish to remark that some are much more competent than others.

1154. Are the employés in the services above referred to regular in their attendance?—Yes.

1155. By whom are your accounts kept, and how often are they rendered to the Department?—By the accountant under my supervision, and rendered twice a month to the Department.

1156. Could any reduction be made in the number of employés engaged in the various services connected with your agency?—No reduction could be made without detriment to the Service.

1157. How are the supplies used for lighthouse purposes, Dominion steamers and the Water Police service procured, in whose charge are they kept, and what check have you over their disposal?—They are procured by public tender and given to the lowest bidder, accepted at Ottawa. With the exception of paints, oil and coal, all supplies are ordered direct for the Service as required to go into immediate consumption. As to their disposal, they are only granted upon a requisition made out by the officers in charge of the various services. These requisitions are first examined and certified by a chief officer, then brought for my approval. If satisfactory, after obtaining an estimate of their probable cost, an order is then issued on some of the contractors. These orders are returned as vouchers for the accounts, which are also certified to by the parties who receive the supplies. They are then paid for by cheque.

1158. Is a return made to you of the supplies used by the above-mentioned services by which you can ascertain in what manner those supplies have been used, and are you enabled to detect any misappropriation or waste?—Coals and oils are accounted for by the engineer's books and the known consumption, per hour, of each vessel when under steam; and account is kept of all supplies going on board. As to provisions, my past sixteen years' experience in this Department gives me a very fair knowledge of the cost, per man, for board. I get monthly returns from every lighthouse, fog-alarm and provision-depot keeper, showing the quantity of supplies on hand on the first day of the month, the amount consumed daily, with the balance on hand. Then the inspector verifies all this, and twice a year reports the quantity found by him in those places. This enables me to keep track of the supplies and to easily detect any misappropriation or waste.

1159. Do you take stock of the supplies in hand, and how often; and have you ever discovered any deficit therein?—I take stock occasionally for the purpose of checking the officers in charge of supplies. There are sometimes leakages in oil.

1160. Can you suggest any means by which a greater degree of economy and efficiency could be obtained in the various services connected with this agency?—No.

#### DEPARTMENT OF MILITIA AND DEFENCE.

OTTAWA, Wednesday, 29th September, 1880.

The Commission met at 2 p.m.

Lieut.-Col. WILY examined:—

*By the Chairman:*

1161. What is your position in the Service, and how long have you held that position?—Am Director of Stores and keeper of Militia property. Have been 21 years in the Service, and 18 in my present position.

1162. Will you kindly state the nature of the duties you have to perform?—I have charge of all the Government stores, and am responsible for their safe-keeping, delivery and receipt. I have also charge of all Militia lands, and have the duty of

collecting the rents and controlling the property. The fortifications are part of the Militia property and come under my direction also.

1163. How many persons are there employed under you and accountable to you for the performance of their duties?—There are the storekeepers of the twelve military districts, the staff of laborers under the storekeepers, and the clerks of my own office—about thirty persons in all.

1164. Do you consider that the number is larger than is needed, and that the work could be performed by a smaller number?—No; I think not.

1165. Is your staff an efficient one, or have you some men who from age, idleness, incapacity or any other cause are not well fitted for the efficient performance of their duties?—None, that I am aware of.

1166. How are first appointments made, and at what age are clerks usually appointed?—Appointments are usually made by the Minister. The age has never been made a question. Most of the men appointed in my department are men in the prime of life, able to perform their work which is sometimes very heavy.

1167. Do you consider that if appointments were made regardless of political patronage and only on the ground of fitness for the work, it would be a reform on the present system?—Decidedly, it would be an improvement.

1168. Do you think the effect would be that the work of the Service could be carried on with a smaller number and the economy of the service promoted?—Probably it would.

1169. Has the work of your branch increased?—The work has been considerably increased of late years, and goes on increasing from year to year.

1170. How are the salaries which are paid, is the pay proportionate to the duties?—Generally, it is; but in the case of the storekeepers, who have had paymaster's duty added to their work in the past year, the pay is rather less than it should be.

1171. Have you any clerks or employés who are engaged in any outside employment which may interfere with their duties to this Department?—Yes; there is one.

1172. Are the Militia properties, to which you have referred, numerous, or are they confined to a few localities?—They are numerous, and in all parts of the Dominion.

*By Mr. White :*

1173. How many clerks have you under your supervision at headquarters; has each clerk specific duties, and, if so, please define them briefly?—Four. Each clerk has a special duty. One looks after the returns from the stores, checks them off, and sees that they are correct; he is responsible for the correctness of all monthly returns from the different storekeepers. Another has charge of the lands, looks after the rents, makes out leases and does all the business in connection with the lands. A third has charge of all correspondence and keeps the clothing, books of issues to the Militia, and keeps account of all sales of stores, all rents from land, &c., in amount about \$20,000 for the last year. The fourth is the clerk of stores; not having any storekeeper at headquarters, this clerk takes his place.

1174. Could not some of these duties be performed by officers of the Militia Department at the places where these properties are situated?—The storekeepers at the local districts do collect rents and do other work under the direction of the office at headquarters, which checks and directs all that is done. Local officers can do nothing without instructions from headquarters.

1175. Of what articles do the stores under your charge chiefly consist, and where are they kept?—Arms, ammunition, clothing, ordnance stores, and other articles too numerous to mention at once from memory. The approximate value of stores under my control is \$2,000,000.

1176. Have you occasion to travel in the performance of your duties; and, if so, what allowances do you receive when travelling?—I have had occasion to travel a great deal. Formerly my actual expenses used to be paid; but now there is a fixed sum of \$4 per day and transport expenses.

1177. How often is stock taken of stores at the different storehouses?—Once a year stock is taken by a board of officers in each district; in one instance only has there been a defaulter; the storekeepers give security; the stores are not insured except at headquarters, and not to the full amount in even that case.

*By Mr. Mingaye :*

1178. In the Outside Service, I believe there are certain military storekeepers, all of whom act as paymasters, and that they do not participate in the benefit to be derived under the Superannuation Act. Will you give the reason why they are excluded?—I do not know why they are so situated; they never were on the superannuation list.

1179. Does not the fact of such officers, as well as others in the same Outside Service, not participating in such benefits, tend to their being retained after they have become incapable of properly doing their work through old age and infirmities?—I could not answer that question accurately; it might have the effect mentioned.

*By Mr. Taché :*

1180. How is the service generally performed in your branch of the Department, in the Inside and the Outside Service, as regards both efficiency and economy?—I have every reason to be satisfied; I have a very efficient staff who do their work very well.

*By the Chairman :*

1181. Could you suggest any improvement in the matter of procuring clothing for the Militia or the issue thereof to the force?—No; I could not.

This concluded Col. Wily's evidence.

Lieut.-Col. MACPHERSON, Accountant of Militia Department, examined :—

*By the Chairman :*

1182. What is your position in the Service, and how long have you held it?—I am Accountant of the Department of Militia and Defence; have been in the Service since 1862; was appointed Accountant by Order in Council in 1872.

1183. Will you kindly state the duties which you have to perform?—I have to supervise all the expenditure in the Department; to audit the accounts that come in; to prepare the estimates annually for the Minister; and to prepare the accounts for the Finance Minister; and am responsible to see that no expenditure exceeds the sum appropriated for it by the Department.

1184. How many clerks have you under you and who are made accountable to you for the performance of their duties?—There are five clerks under my direction.

1185. Have you more than are required, or could this work be done with fewer?—I think we are short-handed for the work of the office. We could not do with a less staff.

1186. Have you any men, who from age, incapacity or any other cause are unfit for the efficient performance of their work?—There are none in my branch inefficient from these causes.

1187. At what age do the clerks usually receive their first appointments?—There is no limit as to age in appointments to my branch. Men are usually appointed for special qualifications without reference to age; but most of the clerks in my office are young men who were selected for their special aptitude in keeping accounts. The appointments are made by the Minister.

1188. The appropriation for Militia purposes is now, I believe, much less than in former years. Can you state what the amount now is, and what the maximum amount has been, say during the period since Confederation?—The maximum sum reached nearly a million and a-half dollars; but it has since been reduced to about \$750,000. In the maximum sum is included the cost of a good deal of frontier service of a special character.

1189. What reduction, if any, has been made in the cost of administration, consequent upon the reduction of the vote?—I cannot say that any reduction has taken

place at headquarters. The same machinery is required for the lesser work that would be required for an enlargement of it.

*By Mr. Barbeau :*

1190. How many cadets are there in the Military College at Kingston; and how much does that establishment cost the country per annum?—At present there are 92 cadets in the college. The estimated expenditure for the current year for that number, nominally 100, is \$59,000. I estimate, however, that \$9,000 of that sum will be paid as fees by the cadets, which will reduce the expenditure to \$50,000 per annum.

1191. Do not these cadets receive board and instruction free?—Yes.

1192. What have these young men to expect after obtaining their certificates, and, in fact, what does the Government do for them?—The Government, so far as I know, have made no distinct promise to young men who enter the college; but I believe it is the intention to employ these young men on the engineering staff of the Government railways and public works, and also on the Militia staff when there are vacancies. The Government also have secured from the Imperial Government the promise of four commissions per annum in the British army for graduates from the college. In order to give the graduates military status they are given the rank of lieutenant on graduating, and are attached to the Active Militia Force in the locality of their residence, so that their services are at any time available. The remainder will be attached to the Militia corps of their respective localities.

*By the Chairman :*

1193. Then the remainder are at liberty to engage in any employment they may please to select, and may leave Canada; is it not a matter of fact that some have left the country altogether and are settled in the United States?—They are free, so far as I am aware; but I do not know that any have left the country after graduating.

*By Mr. Tilton :*

1194. Are the professors employed in the college selected in Canada, or are they brought from abroad?—Most of the professors have been brought from England, especially those in the higher branches; some have been selected in Canada.

*By Mr. Barbeau :*

1195. District commandants are said to be responsible for the arms and accoutrements given companies under them. Has the Department had to make any claims on these commandants for this object, and have they been satisfied?—The officers commanding companies are responsible, as a rule, for the arms and accoutrements issued to them when the arms are issued by companies. This refers chiefly to the rural districts. In cities generally the officers commanding battalions are held responsible. In some cases claims have been made for losses and recovered; I do not know if this has been done in every case. The amount lost I could not state exactly, but some losses have occurred which are alleged to have arisen out of the Fenian troubles of some years ago. I will make enquiries into the subject and reply at a future date.

1196. Will you please to state briefly, the means adopted for the purpose of making the officers to whom these arms and accoutrements are given out accountable for keeping them in good order and for their safe custody?—In the first place we give an annual allowance of \$40 per company for the care of the arms. The Brigade Major of the division in rural districts is directed to make a semi-annual inspection of the arms, accoutrements and stores issued to each company in his division, and to report any deficiency that may be found. In regard to any individual deficiencies arising from neglect or carelessness, captains of companies have been in some cases directed to take steps to recover damages from delinquents under the Militia Act.

*By Mr. White :*

1197. In cases where the Militia Department appoints a caretaker to an armoury, do you consider the commanding officer relieved of any part of his responsibility for the care and efficiency of the arms in such armoury?—No; I do not consider that he is relieved at all.

*By Mr. Taché :*

1198. How is the service of the Department, Inside and Outside, performed as regards efficiency and economy?—I think the staff has been reduced to a minimum. Enquiries have been made into the possibility of reducing the number, but it has been found impossible to do so. In my experience the staff has been reduced to a minimum. I consider the staff is efficient, and is as economical as could well be maintained, with a due regard for the efficiency of the Service.

*By the Chairman :*

1199. Do you consider that if appointments were made regardless of political patronage, and on the ground of fitness only, that it would promote the efficiency and economy of the Service?—Yes; I think so.

1200. Is there any examination for admission or promotion in your department?—None whatever.

1201. Do you consider that a system of examination before first entrance, and a period of probation after entrance before being permanently appointed would secure for the Service capable and efficient servants, and be a reform on the prevailing system of political appointments?—Yes; I think that would be an advantage to the Service. This closed Colonel Macpherson's evidence.

MONEY ORDER BRANCH, POST OFFICE DEPARTMENT.

THURSDAY, 30th September, 1880.

The Commission met at 2 p.m.

Mr. W. F. FORSYTH, Superintendent of the Money Order Office, was examined :

*By the Chairman :*

1202. Will you state your position in the Service, and how many you have under you and accountable to you?—I am Superintendent of the Money Order Branch. I have twenty clerks under my direction at Ottawa, and an acting superintendent, who is also P.O. Inspector at Victoria, and one at Charlottetown. These two last officers are only responsible to me *quoad* the Money Order business. I have been in full charge of the office for three years, was Assistant Superintendent for a year previously.

1203. Have you in your department a larger number than is required for the work to be done?—No; I have reduced the staff very considerably since I took charge. I have prepared a memorandum of my staff, which on 1st January, 1876, was twenty-seven, with aggregate salaries of \$23,445; at present, the staff (including myself in both cases) is twenty-one, with aggregate salaries, on 1st January last, of \$19,200. The Civil Service increases in the Money Order Branch, between 1876 and 1880, amounted to \$2,400.

1204. By what means have you been able to reduce the staff in the manner you have stated?—By a better distribution of work, a more effective system of checking, and the abolition of the local superintendents' offices at Halifax and St. John.

1205. Was that done on your own authority; if not, by whom?—It was done on my recommendation by the Governor in Council. I recommended the centralization of the work of the Money Order Branch at Ottawa.

1206. Was the staff in the inside office at Ottawa reduced and re-organized in the same manner?—Yes, as the following comparative table of the staff will show :—

	1876.		1880.
Superintendents .....	4	.....	2
Postmaster's ledger clerks .....	9	.....	7
General ledger clerks.....	5	.....	3
Foreign money orders.....	5	.....	2
Cash deposits.....	1	.....	0
Correspondence.....	1	.....	1
Forms.....	1	.....	1
Messenger .....	1	Registers of paid orders.....	4
		Marking off paid orders.....	1
Totals .....	27	.....	21



1207. Were the clerks whose services were dispensed with placed on the superannuation list; if not, what became of them?—Some of them were superannuated and some were transferred. Three were superannuated; one retired, and three were transferred.

1208. Have you on your staff any men who, from age, incapacity, idleness or any other cause, are unfit for their duties?—Yes; one man on leave who is carried on the pay-roll of the branch, and whom I reported unfit for duty from old age and feebleness. The others are fairly effective clerks.

1209. Are some paid high salaries for duties which might be performed by clerks who are paid a lower scale of salaries?—Yes; and *vice versa*. I consider that is one of the great defects of the Civil Service.

1210. How are first appointments made in your Department?—At the recommendation of the Minister. I have nothing to do with first appointments. I take what is sent to me.

1211. At what age do the clerks appointed to your Department usually enter the Service?—The clerks that have entered since I took charge have been young men of twenty-five years of age. The Money Order Branch has only had three clerks in four years. As a rule, I think the age of the Money Order clerks is above the average.

1212. What would you consider the best age for first entrance into the Service?—For the Money Order Branch, I should say about twenty-one years. It is necessary that a young man coming into our branch should have some little experience.

1213. Would you consider that a system of examination before first entrance into the Service, combined with a period of probation before being permanently appointed, would be an improvement on the present system of political appointments?—No; but I consider that your proposition, added to political nomination, would give us a tolerably effective Service.

1214. Is there anything in the work of the Money Order office requiring knowledge which an examination would fail to elicit?—Not if the examination was perfect, and made by one who understood the duties to be performed.

*By Mr. Taché :*

1215. Is or is not the training of your office the best school to educate an officer to the efficient performance of the duties allotted to your clerks?—Up to a certain point of efficiency it is.

*By the Chairman :*

1216. Would not a system of examination and probation in making first appointments to the Service, tend to exclude the incompetent, and secure a better class of servants, who would furnish the right material from which to make promotions?—Yes; undoubtedly the examination would weed out the unfit persons, always assuming that the parties to be examined are the nominees of the responsible Head of the Department. In my opinion, a nomination by the responsible Head of a Department is, in the meantime, best fitted to secure appointees for examination in the Civil Service.

1217. When you say the responsible Head—do you mean the political Head?—I do.

1218. You would then substitute a system of nomination for one of open competition?—I would.

*By Mr. Brunel :*

1219. Will you state why?—For two or three reasons. 1st. I think upon the whole the appointees by Ministers responsible to Parliament, will be appointments that Ministers are prepared successfully to defend. 2nd. Such appointees will be fairly average representatives of the class who are fitting and desirous to enter into the Civil Service. 3rd. Mere competitive examination is no test (absolute) of the fitness of a candidate for the Public Service. 4th. The country, by a system of nominated appointees, with subsequent examination and probation, would be provided with a scheme on which the bulk of the people would unite.

1220. Then are we to understand that success in a competitive examination is, in your opinion, no test of comparative fitness for the performance of duties with

reference to which the examinations were held?—I did not say so; I think it would be a comparative, but not an absolute test.

*By Mr. Tilton :*

1221. What, in your opinion, would be the result to the Public Service of limiting by Statute the number of permanent employés in the several Departments, securing so far as possible, in the event of vacancies, promotions within the Service, and employing extra clerks or writers for copying or other ordinary work, either permanently or temporarily?—My opinion is that the permanent clerks might in many cases be reduced, and I quite concur in the opinion that writers might be often used where now we have permanent clerks. Promotions, whenever practicable should be made within the Service.

*By Mr. Brunel :*

1222. Have you in your experience, observed any difficulty in finding officers in the subordinate grades suitable for promotion to the higher positions in the Service?—Yes.

1223. What in your opinion, has been the cause of that difficulty?—The cause, in my opinion, is this: that the higher up you go in the Service the more limited is the number of men with abilities fitted to fill the positions, and the training which makes a man a good subordinate official is not the training that makes him a good commanding official.

1224. Do you think the introduction of inferior material brought in by first appointments has had anything to do with creating the difficulty?—Yes; but not to a very great extent.

1225. Do you not think the elimination of unsuitable persons from first appointments by competitive examinations and probationary appointments would have the effect of greatly improving the rank and file of the Service?—I do.

1226. Would not that, in all probability, give the Service a greater number of subordinates who would subsequently become suited for the higher stations?—Yes.

*By Mr. White :*

1227. Do you think that the unfitness for promotion, to which you have alluded, is due in any degree to the neglect of junior clerks to qualify themselves for the duties of the higher positions?—Yes; to a certain extent.

1228. Do you think that under a system of nomination followed by examination you would be able to reject an incompetent nominee?—Yes; certainly.

*By the Chairman :*

1229. You said that the political Head of a Department is responsible for any nominations made by him; to whom would he be responsible?—To Parliament and the country.

1230. Are first appointments to the Service of sufficient importance to demand an enquiry either from Parliament or the country?—That would depend on the character of the appointee and the nature of the appointment. Very often they do.

*By Mr. Brunel :*

1231. You have said that some clerks are paid high salaries who perform duties that could be as well performed by others at a lower salary, and *vice versa*. Will you explain how this, which you call the greatest defect in the Civil Service, has been brought about?—It has been brought about for this reason, that salaries have hitherto advanced up to the point of 1st class clerkships by virtue of length of service and not from efficiency.

1232. Do you think promotions or increases of salary should be given for mere length of service and without regard to efficiency?—No; but if at all to a very limited extent.

1233. State how you think promotions and increases of salary should be given and under what restrictions and regulations?—I think the Service should be divided into grades of duty, and not grades of length of service, each Department to have its own grades of duty and to carry with it a minimum and maximum rate of pay; the maximum to be given when the officer has been a certain time in the Service. But so long as he continues in that grade no further increase to be given him. His

removal from one grade to another to depend upon the report of the non-political Head of the Department.

1234. Do you think the permanent Head of the Department would in all cases be in a position to resist political or social influences in relations to such promotions. Would he be less likely to be so influenced than the political Head?—That would depend on the non-political Head. I know some who would. Undoubtedly the non-political Head would be less likely to be influenced by such considerations than the political Head. I would like further to add that in the event of misconduct or of total inability to fill the duties of a higher grade, it should be competent for the permanent Head of the Department to recommend that a transfer be made to a lower grade.

*By the Chairman :*

1235. Does it not occur to you that the difficulties of making such changes as you mention are greater under a system of making appointments by political influence than if made independently; and is it not a matter of fact that it is most difficult to accomplish such change?—Yes; no doubt about it.

*By Mr. Brunel :*

1236. What effect do you think a competitive examination for promotion coupled with an official record of the previous conduct and efficiency of the candidates would have on the Service?—I think it would have a good effect, and be useful up to a certain point; but it would depend much upon the character of the duties which a competitor was expected to fill. In my opinion the value of a civil servant is not to be discovered by a competitive examination.

1237. Will you state the nature of the qualification which, in your opinion, cannot be fairly ascertained by an examination and an official record of his previous conduct and efficiency?—There is the indescribable quality of mankind which every body feels but nobody can put into words.

1238. As regards first appointments to the lower grades of the Service, do you think a system which would admit to competitive examination for such appointments any one who can conform to stringent regulations, as to character, age and health, would be an improvement on the system of nominating candidates regardless of those qualifications and for political considerations only?—Yes, certainly; but I consider the system of nomination by responsible Ministers of the Crown, plus examination and probation, would work as well.

1239. What is your opinion as to the effect in the lower grades of the Service of giving the best places to men not previously in the Service?—I think it depends entirely on the character of the man who receives the appointment. If an unsuitable appointment is made it is received with aversion. If a suitable one has been made, there is no such feeling.

1240. Assuming there were suitable men in the lower grades to fill the higher appointments, would you answer the same?—No; in that case I should say the appointment should be given to the person previously in the Service.

1241. You say young men entering your branch should have some experience. Where, in your opinion, should that experience be obtained, and how should the possession of it be tested?—I think the experience should be obtained in a merchant's office. The test of this experience would be in the probationary period after his being nominated to the Service.

1242. Do you not consider that the effect of making appointments to the prizes of the Service from the outside, would have a demoralizing effect on those already in the Service, and have a tendency to neutralize their efficiency?—No; as I said before it all depends on the character of the person who receives the appointment.

*By Mr. Taché :*

1243. What are the foreign countries to which the provisions of the Canadian Post Office Money Order System have been applied?—The United Kingdom, the United States, British India and Newfoundland.

1244. Can you assign a reason why the system is not extended—to France, for instance?—The French Government, I understand, until quite lately, refused to make

a convention that would be expedient in working the money order system, but the obstacles were overcome last year and a convention was made with the United States. There is now no reason, so far as I know, why a convention should not be made with France, and I have urged upon the Deputy Postmaster-General that an exchange of money orders should take place between the Dominion of Canada, France, Germany and Sweden, in view of Swedish immigration. I understand that some time ago proposals were made from Italy, but no action has been taken. The Australian colonies also made a proposition simultaneously to the United States and Canada, for an exchange of money orders, but in consequence of the refusal of the United States to acquiesce to the proposed arrangement the matter is left in abeyance. I may add, that it will cost almost nothing additional to the cost of the money order system to have money order conventions with the countries named.

*By Mr. Tilton :*

1245. Do you consider the system now existing of granting annual increments to permanent employés, preferable to shortening the term of service provided by the Civil Service Act, and in the cases of efficient and deserving employés providing for prompt promotion on reaching the maximum of the class in which they may be serving, such efficiency in all cases to be certified by the Deputy Head before being sanctioned by the political Head?—No. I consider, as I said before, that the practice of giving annual increments, as a matter of course, is detrimental to the Public Service.

#### CUSTOMS DEPARTMENT.

THURSDAY, 30th September, 1880.

Mr. J. JOHNSON, Commissioner of Customs examined:—

*By the Chairman :*

1246. You are Commissioner of Customs. How long have you held that position?—I have been Assistant Commissioner since 1867 and Commissioner since 1875. I have had the Customs under my supervision for above twenty years.

1247. How are first appointments made in your Department?—They are made generally by Order in Council, on the recommendation of the members. In some cases they are made simply by departmental letter on the authority of the members. In these latter cases the appointments are mostly supposed to be temporary.

1248. Is there any examination for admission or promotion in your Department; if so, what is the nature of it?—Not at present in the Outside Service. The usual examination provided for in the Civil Service Act has been had in most cases of appointments to the Inside. Some years ago an examination was tried for the Outside Service, but it was found useless, as appointments were frequently made even when the examination was not satisfactory. We required that candidates should be examined in arithmetic as far as vulgar fractions, in writing and composition, and in general knowledge of business; that was about the extent of the examination; we made it as light as possible. The examination has not been enforced for about five years past. The latest appointees to the Inside Service were of persons having undoubted qualifications. I cannot say whether they were examined or not. In the case of the junior clerks the examination has generally been held, but no such appointments have been made for some years. This examination was such as was prescribed under the Civil Service Act.

1249. What is your opinion as to the effect on the Service generally of the prevailing practice of making first appointments?—My opinion is that we frequently get a class of men appointed such as we should not have.

*By Mr. Barbeau :*

1250. What would be the best means, in your opinion, to secure good appointments?—I think the appointments should be removed from political influences, and

there should be an examination suited to the office which was required to be filled. The same examination would not be suitable to every Department.

1251. Do you consider that a system of examination before first entrance into the Service, with a period of probation before appointment, would be the means of securing a better class of men for the Service?—I think the adoption of a system of that kind would improve the Service, and secure a more competent class of men.

*By Mr. Mingaye :*

1252. Do you think that the salaries of clerks and outside officers in the Customs are in proportion to the duties required and responsibilities placed on them, and have they the same standing, salary and chances of promotion and increase of pay, work for work, and responsibility for responsibility, compared with the outside officers of other branches of the Civil Service?—I think they are not in all cases. With regard to the second part of the question I have not sufficient knowledge of the other services to answer.

1253. Is such Outside Service sufficiently attractive to encourage young men of good education to apply for positions therein?—I think not.

1254. Are young men, as a rule, appointed to those positions?—Not as a rule.

1255. At what age do you think clerks, and at what age landing-waiters, lockers and preventive officers, ought to be first appointed to the Service?—I think the minimum for both should be not less than 19, and the maximum not over 40.

1256. Are not the duties of appraisers of Customs of such a nature that it is absolutely necessary, before appointment and to prevent loss to the revenue, that these officers should be appointed only at a proper age, and after a special examination as to the particular duties they have to perform?—I think so. Appraisers are in a different position from other officers and require a special qualification.

1257. Are not the duties of landing waiters and lockers of such a nature, that the want of a proper knowledge of testing and gauging liquids, mensuration of solids, to distinguish the difference between what goods are free and what dutiable, or what is liable to a higher rate of duty and what a lower, and a proper knowledge of the Customs Acts and regulations as to their outside duties, might be the cause of a constant loss of revenue; and ought not such officers to be subjected to an examination, and a certain term of probation?—With reference to the qualification for gauging, it is desirable that every landing-waiter should possess that qualification. In the larger ports gauging is assigned to an officer appointed for that express purpose, and not having the duties of landing-waiter to perform. With reference to the remainder of the question, I would say that it is highly important that every officer in the Customs, no matter what his station may be, should be familiar with the Customs laws, and especially with the tariff of Customs duties. With reference to examination and probation, I think such a provision very desirable.

1258. Collectors, surveyors, landing-waiters and preventive officers, being commissioned officers, are obliged to give security to the Government, but appraisers who have heavy responsibilities and through whose negligence or connivance large frauds might be perpetrated; and the cashiers who have the handling of all the money received for duties, &c., are not required to give any. Do you think it would be an advantage to the proper regulation of the Service, if the two last description of officers were also required to give security to the Government?—I could scarcely give an opinion as to the merit of these two systems. As to appraisers, they were not originally intended to be Customs officers in the ordinary sense. A bond in their case would hardly be of much value. I never placed much value on the bonds of landing-waiters. Any alleged act on the part of a landing-waiter or an appraiser, would be a criminal act for which he would be liable to prosecution.

1259. Is there any system of classification of ports now in existence, or on what principle are appointments, promotions and salaries now made and fixed?—The classification of ports adopted by the Civil Service Commission in 1868, is still in existence; but it is not practically acted on. As to appointments and promotions I cannot assign any particular principle on which they are made.

*By Mr. White :*

1260. Do you think it would tend to increase the efficiency of the Customs Service if appointments as collectors of Customs were made from the ranks of the Customs Service instead of by selection from outsiders?—Yes, I think so; but I would not exclude outsiders from such appointments. If, however, there are men in the Service well qualified they should have the preference.

FRIDAY, 1st October, 1880.

Mr. JOHNSON'S examination was continued:—

*By Mr. Mingaye :*

1261. Is there any fixed official position for clerks and other officers in a Custom House such as is mentioned in Schedule B. of the Second Report of the Civil Service Commission of 1869?—The classification is observed so far as the official designation of the officials is concerned, but it is not carried out as regards the salaries.

1262. In this classification of ports, has the sum annually collected for revenue been taken on which the classifications and salaries have been based?—Practically, it has been.

1263. Is it not a fact that some ports may have smaller collections than others, and yet have a larger amount of work and responsibility placed on the officers, through forwarding of goods in bond by railway, express, barge or vessel, and which work does not appear in any statistics as to the work of such port?—That is all true, with the exception of the latter part. The work does appear in connection with the statistics of shipping; but there probably is very much work which does not appear in any of the statistics at all.

1264. Can you name any ports in which such a position, as just mentioned, may exist, and not be noticed in the said classifications?—The ports of Kingston and Collingwood are such ports; possibly also Sarnia.

1265. Are applicants, as a rule, first appointed to the junior clerkships in the Custom Houses?—Not as a rule.

1266. Is it your opinion that these officers should be all placed in the lowest positions when first entering the Service?—Yes.

1267. Have the salaries assigned to officers on first appointment been based on the Schedule B mentioned, and according to the position they are appointed to, or have they been assigned larger salaries than they were entitled, through outside influences?—The practice has not been uniform in either sense.

1268. Are there any instances in the Customs Department in which persons are taken from the outside and placed in superior positions over the heads of officers who have been for years in the Service, and therefore entitled to promotion?—I cannot remember at the present time any instance of that kind; there may be such.

1269. Is it not a fact that officers in the Outside branch of your Department, however useless, idle or inefficient they may be, provided they do not grossly misconduct themselves, are certain of their positions for life or until superannuation?—I cannot say they are absolutely certain of their positions. There is a strong probability, however, of their continuing for life.

1270. Do you think such a system in existence saddles the Government with useless officers, drawing pay for services not rendered?—It certainly does.

1271. Do you consider that if first appointments were made on some system independent of political influence, with promotion dependent on good service and efficiency only, it would tend to encourage and foster merit, by inciting public servants to look forward to promotion for merit, and to expect the highest prizes in the Service, if they qualify for them?—Yes; I do think so.

1272. Would you recommend a system of removal from port to port at stated periods for all outside officers connected with the Customs, so as to do away with the interests, which arising from a long residence in any one place, would, through various causes, prevent them from properly carrying out their duties?—Not at stated

periods. I would not make a fixed rule of that kind. I would give power to those in authority to make these removals whenever they might think them required. At present the Government has power to make such removals.

1273. Could not such a system of removals, at stated periods, be used as a means of promotion to all deserving officers, by sending them from a lower to a higher class port?—The understanding that officers might be removed would have that tendency.

1274. Are there not a great many small inland (railway) and frontier ports throughout the Dominion?—Yes; a great many.

1275. Have not some or many of these ports been created through political influences, with officers holding higher rank and receiving larger pay than the place warrants, or with more officers stationed at some of them than are necessary?—I would not care to say they are organized through political influence. Such ports have been created by strong pressure from the community backed by strong pressure from the Members of the district. I do not think any of the officers in question have higher pay than they should have. Their salaries, in some instances, may be out of proportion to similar officers in other ports, but I do not consider any of them too high. I do not think that the officers at these ports are too many, so long as the ports are appointed and maintained.

1276. Do you think so many small ports increase the chances of loss to the revenue?—I do think so; for the reason that it opens the door, especially, for the importation of goods at a serious undervaluation, it not being possible to provide at such salaries officers competent for the appraisement of goods.

1277. Could not many of these small ports be abolished with advantage and made outports only, attached to the nearest large port, centralizing all the returns and collections there, and so do away with a salary to a collector, when a landing-waiter at a smaller one could be employed?—I think they could be abolished with advantage; but I would not even make outports of them. There is but little difference between the establishment of a port and an outport as it effects the correct entry of goods. I am of opinion that the number of ports in the Dominion might be advantageously reduced more than one-half.

1278. Do you know of any cases at any of the small ports in which goods have been entered below value for the want of a proper valuation by an appraiser?—I could not name any case from memory; but such things do occur certainly.

1279. You stated in your answer to the Chairman on the Civil Service Inquiry before a Committee of the House of Commons in 1877, that an examination of candidates for appointments in the Outside Service was not held, because of the political influences mixed up in the question of such appointments; do the same influences still prevent an examination of candidates still being held?—The same influences render such an examination unreliable in its effects.

1280. Do you think that a scheme of Civil Service regulations and laws, as adopted in England, with power of appointment vested in Commissioners entirely outside of political influences with power of appointments, dismissals, promotions and everything vested in those Commissioners, would tend to give better material for appointments and promotions, strengthen the hands of the Government and raise the standard of the whole Civil Service?—I think so.

*By Mr. Brunel:*

1281. What is the effect, as regards the cost of collecting the revenue, of establishing the many small inland ports referred to in previous questions?—The effect is very much to increase the expenditure.

1282. Can you state approximately to what extent the cost is enhanced by these small ports?—I should think I would be justified in saying that they increase the expenditure at least 20 per cent.

1283. Would it be possible to make such regulations with reference to the outports as would insure the appraisement of goods and determination of the duty to which they are liable before they leave the port at which they are imported, thereafter permitting their removal in bond to the smaller ports?—I do not think it pos-

sible owing to the inconvenience to which it would put the importers at the small ports.

1284. With reference to such articles as sugars, teas, wines, &c., could they be charged with duty at the larger ports without the great inconvenience you mentioned?—I think so; and I am of opinion, that the importation of the goods mentioned should be confined to a limited number of ports, in the same manner as obtained in Great Britain, with respect to sugar, while that commodity was subject to duty.

1285. Can you suggest any regulations by which the possible evasion of duty at the small ports could be reduced without entirely depriving the community of the privileges they now enjoy?—I could not say; as long as these small ports exist, I see no means of avoiding the difficulty.

1286. In answering the questions respecting examinations, do you refer to pass examinations or to competitive examinations?—I referred to the examinations in the Outside Service only; and that examination was of persons who had applied for appointment, and to whom it was desirable to give it if they were capable.

1287. May I ask what is your opinion of the value of competitive examinations as compared with the pass examinations you referred to?—I prefer the competitive examination, because it admits of a choice of several candidates; such an examination as is the established rule in the Customs Service of Great Britain.

1288. Do you think competitive examinations, coupled with satisfactory certificates as to the character, health and age, would be likely to result in the selection of the fittest of several candidates?—Yes; I think so.

1289. Is it your opinion that competitive examinations before first entrance into the Service, with a term of probation before being permanently appointed, would be a reform on the present system, and secure a better class of Civil Service employés?—I am decidedly of that opinion.

*By Mr. Taché:*

1290. Is it your opinion that the responsible Ministers of the Crown should have nothing to do in the appointment of the executive employés of the State?—I think they should be relieved from all responsibility for appointments below a certain grade.

*By Mr. White:*

12 1. Is there anything in the nature of the duties of an employé in the Inside or Outside Service of the Customs, which would render it difficult or impracticable to test by competitive examination the fitness of candidates for employment in the Customs Service?—Nothing that I am aware of, I think that the examination should be adopted with reference to the peculiar character of each branch of the Service.

*By Mr. Tilton:*

1292. Do you think any change in the classification from that now existing in the Inside Civil Service desirable, and, if so, will you be good enough to state in what particular?—I think the number of classes is too great and could beneficially be reduced.

*By Mr. Brunel:*

1293. How have Collectors of Customs been appointed; have they been taken from the lower ranks of the Service, or have they more frequently been men not previously in the Service?—Most frequently the latter.

1294. How has the fitness of men appointed as Collectors from outside the Service usually been ascertained?—Simply by the recommendation of Members of Parliament and other parties.

1295. Have you in your experience observed any difficulty in finding men in the lower grades suitable to fill the higher positions in either or in both the Inside and Outside Services?—We have found difficulty in consequence of promotions being confined to the port itself. We could always find a proper person to promote in some other locality if we were at liberty to do so.

1296. How has the difficulty originated with reference to the promotions within the port?—Because the officers in the lower grades have been incompetent for the



higher duties. Their incompetence arises from the system of appointment; they were not the best material that could have been had at the outset.

*By Mr. White :*

1297. Are you invariably consulted when a clerk in your Department is promoted to a higher class or position?—I have generally been spoken to, but cannot call it a consultation as I had no voice in the nomination. My opinion has frequently had weight in influencing the appointment.

*By the Chairman :*

1298. Do you not think that the report of the permanent Head of a Department should invariably be obtained before a promotion is made?—If the competitive examination previously spoken of was carried out, this would not be necessary nor consistent.

*By Mr. White :*

1299. Then I may understand that under the present system of appointments you do consider such a course necessary?—I consider it desirable.

*By Mr. Brunel :*

1300. With reference to your having been consulted in relation to appointments and promotions, has such consultation been with reference to the fitness of a named individual, or have you been consulted as to the comparative fitness of several?—Sometimes one and sometimes the other.

*By the Chairman :*

1301. Have you more men in either the Outside or Inside Service than are required for the work of your Department?—In the Inside Service, I think, we have not quite enough. In the Outside Service there is an excess in some ports, and with better arrangements a smaller number of officers might answer the purpose.

1302. Are there, that you are aware, any men who from age, incapacity, idleness, or any other cause, are unfit for the efficient performance of the work?—There is a considerable number in the Outside Service of such men.

1303. You have stated that you believe that by changing the present system of making first appointments to a competitive system with probation, the material of your staff would be improved. Do you believe that fewer men would do the work and thus promote economy?—Yes; fewer men of a more competent class would do the work more efficiently and economically. I think more would be saved in the lessening of numbers than would need to be added to the salaries of better men.

*By Mr. Barbeau :*

1304. What is your opinion of the yearly increment to salaries which now prevails. Do you think that merit is thereby rewarded as it should be?—I think not.

1305. I see, by the return you have just furnished, you are in receipt of \$1,000 over and above your salary. Is this permanent; and will you please inform us whether this sum will appear under the head of salary in the Public Accounts?—I consider it a permanent addition to my salary; and it will appear under the head of the expenditure of the Board of Customs in the Public Accounts.

*By Mr. Mingaye :*

1306. Have you any control over the making out of the Public Accounts?—We furnish our own account of our own expenditure, as it is published in the Public Accounts.

*By the Chairman :*

1307. With reference to the salaries of some of your officers, are they not supplemented by sums paid to them for seizures, and sums paid to them by railways and vessel-owners for work done after office hours; if so, is this taken into consideration when fixing their salaries?—It is not systematically. If a man applies for an increase of salary, the sums received in such manner are taken into consideration in giving a decision as to his request. The extra work is paid by the railways and vessel-owners; the sums paid for such work are first paid to the collector, and by him paid to the officers.

*By Mr. Mingaye :*

1308. Is not overtime attendance pay to outside officers an unknown quantity, and may be payable or cease at any time, according to circumstances?—Yes; certainly.

*By Mr. Brunel :*

1309. Have you an established scale of charges for extra services rendered by landing-waiters and tide-waiters; if so, please state what they are, from whom, and how collected and accounted for?—An Order in Council was passed in 1856 allowing \$15 per month to be paid by the managers of the railway for attendance after or before business hours upon a daily train, and a shilling an hour additional over the first hour. That is a uniform system, except where it is sometimes mitigated by agreement. The latter part of the rule applies to attendance at extra hours on ships. I will put in a copy of the Order in Council.

1310. May the same officer receive payment for such extra services rendered to several railway companies, or to several ships during the same periods of time?—Yes; he may receive it from several; some do. There is no official limit to the amount that may be obtained by any one man.

*By Mr. Mingaye :*

1311. In any arrangement specially made between a collector of a port and the public for overtime attendance, is the Department's sanction first obtained before it is done?—It is not invariably so.

*By Mr. Brunel :*

1312. It has been stated that the tide-surveyor at Quebec receives about \$700 per annum for extra services to the Allan Company's steamers. Is the Department cognizant of that arrangement and is it approved of?—Yes; the returns are regularly made to the Department of all sums so collected and paid.

1313. Is not a monthly sheet sent by a collector to the Department, showing the amount received by each outside officer for overtime attendance, signed by each officer and countersigned by the collector?—Yes.

1314. Do you consider that a system of classification of employés which provides for an increase, by annual increments, from a minimum to a maximum salary in each class, has any advantage over a system which provides for the same salary to each individual in the same class so long as he remains in such class?—I do not think it has any advantage.

*By Mr. Taché :*

1315. Are the statistical returns, from the various ports, published in the Trade and Navigation Returns bodily, as they come from the outside offices, and how many officers and clerks are employed at the work in your office?—To the first part of the question, I answer "no." There is a very laborious aggregation performed in the Department. Returns are received monthly and quarterly, and both monthly and quarterly returns are aggregated by the departmental clerks in books specially prepared for the purpose. This involves the opening of about 800 separate accounts according to the classification of imports; and the tables published in the Trade Returns are the annual aggregation of the quarterly returns from the ports. The same is true with reference to the exports; but the classification is not so extensive as in the case of the imports, and consequently the accounts are not so many. The number of statistical clerks employed on the imports is eight, and on the exports, two; ten in all. If any errors are discovered by the statistical clerks in calculations, values, or quantities in any of the returns, the return in which such error is discovered is sent back to the port for correction. The number of clerks is, I consider, sufficient during the ordinary work of the year, but extra help is often very much required in preparing the tables for publication; and in the absence of that extra help, the clerks are required to work extra hours for many weeks.

1316. Would it not be better to centralize the preparation of the whole of these statistics at the head office, and would it not be conducive to greater accuracy and economy?—I have always advocated the change suggested as one calculated to promote accuracy and economy.

MONDAY, 4th October, 1880.

Mr. JOHNSON'S evidence continued :—

*By Mr. White :*

1317. Is there any class of work in the Inside Service of the Customs which could be efficiently performed by men of a lower grade than permanent clerks, such work, for instance, as receipt and distribution of blank forms?—Yes; that work is chiefly performed by two messengers who are not supposed to have the qualifications of clerks. The duty is at present performed under the superintendence of a clerk.

*By Mr. Brunel :*

1318. With reference to the Outside Customs Service, what is your opinion as to its effect on the health of the officers engaged in it, especially landing waiters, tide-officers and preventive officers?—I am of opinion that the nature of the duties is favorable to health as it takes the men out of doors very much. The men are not expected, as a rule, to work at night, and unless they have special information of expected smuggling they do not need to go out. If the work took the men out at night constantly, I should say it was not a healthy occupation. If they have information of expected smuggling it is their duty to go out at night. The incentive to do so is the share of the proceeds of the seizures likely to be made.

1319. If it were known that smuggling was carried on within the territory attached to any port, what would be the duty of the collector and other officers attached to that port?—Their duty would be, according to their best judgment, to search for the smuggled goods by night or day; and the Customs officers, on requisition of the collector, would be required to patrol for the purpose.

1320. Will you be good enough to state whether you consider the present superannuation law a sufficient provision for such officers when their health is impaired in the performance of their duties, or for the families of those whose lives may be shortened by such service?—The Superannuation Act makes no provision for the families of such persons, and in reference to officers injured in the Service, it is quite inadequate.

*By Mr. Taché :*

1321. Is the work of your Department efficiently performed, both the Inside and Outside Services?—The work of the Inside Service is, I should say, efficiently performed, as a general rule. There are degrees of efficiency and occasional negligence on the part of clerks, but these are exceptions to the general state of things. As respects the Outside Service, there are large numbers of efficient and faithful officers, while there are many who are not efficient, and whose general character is not such as should exist in so important a service as the Customs.

1322. Have you ever reported such inefficient officers of your Outside Service?—Yes, in many cases; with the result frequently of suspension, and sometimes of dismissal from the service.

*By Mr. Barbeau :*

1323. Do you think that a class of clerks at so much per diem, to be employed under pressure of business, would tend to diminish the number of permanent employés, and lead to economy without interfering with efficiency?—I do not think that the employment of men in that way would diminish the number of permanent employés; such men are sometimes necessary, but from want of acquaintance with the duties devolving upon permanent clerks, they are not, as a rule, very efficient.

*By Mr. White :*

1324. When returns are required from your Department by either the Senate or the House of Commons, are such returns prepared by the permanent staff of your office or by extra clerks?—They are prepared, as far as they can be, by the permanent staff; occasionally we are compelled to get in additional assistance. Many of the returns asked for by Parliament are of such a nature that they could not be made out except by the permanent officers; and the extra hands are usually only employed for the purpose of copying.

1325. Is such work paid for by the day or by piece-work ; and which system of payment do you consider the best?—As a rule, it is paid for by the day, as in our Department it would be difficult to compute the labor, owing to the returns involving generally large masses of figures and many calculations.

1326. What is your opinion of the existing rule which permits clerks in one Department to be employed in another, after office hours, and paid therefor, while the regular staff who are familiar with the work although working extra hours are not permitted to receive any remuneration for extra labor?—I think, with reference to the ordinary work of the Department, that the rule is a good one ; but I think it ought to be so modified as to permit the employment of clerks in the Department for the preparation of parliamentary returns and other unforeseen work which is required of them.

*By the Chairman :*

1327. Do you think that for work or duties of a special character there should be a scale of duty pay in addition to general service scale?—I think so, under proper regulations and restrictions.

1328. What are your powers as Deputy Head over the staff in your Department ; practically, have you any power at all in the matter of promotion?—To the *first part* of the question, I answer that I have the power during the absence of the Minister to apportion their employment, and in case of dereliction of duty, to suspend, subject to the decision of the Minister on his return. I have found, in my practice, that I have been generally sustained in any action of the kind which I have taken. To the *second part* of the question, I reply, my power is only that of influence, the Minister generally respecting any opinion or statement which I may have occasion to make.

1329. What are the hours of attendance in your Inside Service, and do you keep an attendance book?—The hours of attendance are from 9.30 a.m. to 4 p.m. We do keep an attendance book.

1330. Are these hours regularly observed?—Very generally so ; I could not say absolutely so.

*By Mr. Barbeau :*

1331. Is there any fine imposed for non-attendance to duties on the part of your employes. If not, how, in your opinion, would this system work?—There are no fines imposed ; there being no authority for the imposition of fines. I think a system of fines might be adopted, which would have a good effect.

*By the Chairman :*

1332. Do you keep a conduct book in which a record is kept as to the good conduct or otherwise of the men on your staff?—No ; we have never kept a book of that kind.

1333. Have you ever considered the question of requiring your outside officers to keep "*Diaries.*" Are any such books kept in the Customs Service?—No such books are kept that I am aware of, except by the inspectors of ports ; from whose reports we can generally obtain a knowledge of the character and conduct of officers.

1334. Do you think that a methodical record of each employe's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—I think it would if it could be kept in a reliable manner.

*By Mr. Brunel :*

1335. How many "inspectors of ports" are there for the Dominion, and what extent of territory is assigned to each inspector?—We have only four regular inspectors. One has the whole Province of Ontario as far east as Kingston ; another has the remainder of the Province of Ontario and the Province of Quebec ; another has the Provinces of New Brunswick and Prince Edward Island ; the fourth has the Province of Nova Scotia, including Cape Breton.

1336. Have these inspectors been put in possession of detailed instructions respecting their duties and the manner in which they are to perform them?—They have been furnished with the laws and regulations, and simply instructed to see that these

laws and regulations are enforced. There is no detailed definition of their duties that I am aware of.

1337. Are your collectors and other officers furnished with a code of instructions as to the duties they have to perform?—They are; I will furnish the Commission with a copy of them.

1338. Will you please state your opinion as to the degree of efficiency with which the inspection of ports has been carried out?—I would say that it has been as efficiently performed as could be expected with the limited number of inspectors. To be efficient, I should think there ought to be a sufficient number of such officers to ensure the full examination of the business of each port, at least once in three months.

1339. Then do you think the Public Service and the equitable collection of the revenue requires a larger staff of inspectors?—I think so; while the number of Customs ports continues at its present standard.

1340. What powers has the inspector of ports to direct and control the collectors and other officers at the ports of entry?—He has no theoretical power, further than to report the results of his investigations promptly to the Department. He would have power to suspend a collector on the principle that any superior officer has, in certain circumstances, power to suspend an inferior.

1341. Do you consider the inspector of ports a superior officer to the collector whose port he inspects?—I consider him a superior officer to a collector in so far as he has the supervision of the collector's work. I do not consider however, that he has any right to interfere between the collector and the officers serving under him. If he requires to change the position or in any way to exercise discipline over an officer under a collector, he should do it through the collector himself and not deal personally with the officer.

1342. If his duty is to supervise the collector's work, is it not necessary that he should possess a knowledge of the work, at least, equal to that possessed by the collector or any subordinate officer?—Unquestionably; he should possess a superior knowledge of it. This shows the necessity of having a proper system of promotion in the Service.

1343. Do you consider it reasonable that a person could be fit for the office of inspector of ports who had not previously had a large experience in the Service at some of the principal ports?—I think it is not reasonable.

1344. Do you consider the salary of an inspector of ports adequate when it is less than the salary of the officer whose work he is appointed to inspect?—I think his salary might be adequate, although not up to the maximum of a collector, inasmuch as he has less responsibility.

1345. Does the work of the inspector of ports include the checking of accounts at the several ports in his district?—It does; that is one of his most important duties.

*By the Chairman:*

1346. You have already stated that the expenses of the Department would be greatly reduced if the number of the smaller outside ports were reduced also; if that were done, would the present staff of inspectors be sufficient?—I could not say they would be absolutely sufficient, but they would be measurably so, according to the reduction in the number of ports. If the ports were reduced in proportion suggested in my answer to a former question, I think they would be sufficient.

*By Mr. Barbeau:*

1347. Will you indicate in what manner your accounts act as a check on those kept at the Finance Department?—When the collector deposits his cash in the bank he is furnished with duplicate receipts. He transmits one to the Department of Finance and the other to the Department of Customs. He also sends a corresponding draft from the bank to the Receiver-General. Of course, the record in both Departments must correspond.

1348. Do you find differences between your accounts and those of the Finance Department; and, if so, are they easily detected and made right?—We find frequent differences in the distribution of the amounts received for under the different heads

of revenue, but they are always corrected prior to the publication of the accounts. I am not aware of any difference having occurred in the aggregate of any one year's receipts.

1319. Do you think your check on the moneys received sufficient?—I think the checks which we have are all that we can have; but there is necessarily a possibility of the suppression of entries and other documents, especially at the smaller ports where the accounts of the receipts are all in the hands of a collector, without the checks on the part of other officers, which can be instituted at the larger ports.

1350. Could you, from your experience, suggest any means of meeting the case you mention?—I could suggest no other means than the abrogation of the smaller ports, where necessarily we can only maintain one man.

TUESDAY, 5th October, 1880.

Mr. JOHNSON'S evidence continued:—

*By Mr. Barbeau:*

1351. Will you state in what manner funds are furnished to the outside offices, for contingencies. How these are accounted for and what are the principal items which compose them?—In the larger ports we give the collectors an advance at the commencement of the fiscal year, out of which they pay the contingencies and render an account once a month with vouchers to the Department. We send them a cheque for the month's expenditure, so that the first advance is kept good during the year; and any balance remaining at the close of the fiscal year is re-deposited to the credit of the Receiver-General. In the smaller ports these accounts for contingent expenses are sent to the Department once a quarter with vouchers; when, after examination and if found correct, a cheque is sent to the collector to liquidate the amount. The principal items in the contingent account are rent and fuel. The item of stationery and books does not come into the contingent account of the ports, because all such necessaries are furnished from the Stationery Office on requisition approved by the Department.

1352. Are the cheques prepared and signed in your office for the expenditure in your Department?—Yes.

1353. What check have you over that expenditure?—With the exception of the advance for contingent expenditure spoken of, no cheque is sent from our Department until the money is earned and the vouchers presented. And in the case of those advances no contingent account is ever allowed till it has been thoroughly examined. Very often unauthorized items are thrown out and payment refused.

*By Mr. White:*

1354. By whom are the cheques prepared in your Department signed?—They are prepared and signed by the accountant. I have given him the authority to do so for me. There is but one signature.

*By Mr. Mingaye:*

1355. Are not collectors required to certify to all sums paid for extra services, as having been expended for the purpose mentioned, and are not all contingent accounts declared to by the collector, before a justice of the peace, before being sent to the Department?—Collectors are required by law to attest to the accuracy of accounts, but the Department does not allow collectors to supply any extra help or expend any money, except that which is recognized as current expenditure, without previously obtaining the permission of the Department.

*By Mr. White:*

1356. Are there any officers in your Department who require, in the performance of their duties, to travel?—The inspectors are, of course, required to travel. We consider the inspectors in the Inside Service. Leaving these out, we have no officers who are specially required to travel. It is customary to send any officer fitted for the purpose to any of the ports where special service is required.

1357. What allowances are paid to such officers when so employed?—Three of the inspectors are paid at the rate of four dollars per day while travelling; the fourth is paid his current expenses, which have never exceeded the four dollars per day. Any officer sent on special mission is paid his moving expenses and not more than \$3.50 per day, sometimes less. The per diem allowance is fixed by myself, subject to the approval of the Minister, but he never interferes.

*By Mr. Barbeau :*

1358. How often are accounts from the ports received?—Monthly.

1359. Do you exercise any control over the accounts of your outside offices, and do you regulate the manner of keeping them so as to obtain a general uniformity of system?—We do.

1360. Do defalcations occur in your Department, and are they for important sums?—Defalcations are of occasional occurrence, not very frequent.

1361. Do they occur from any want of supervision?—I think not, in general.

1362. How are they explained, then?—They generally result from fraud on the part of the officers, in concealing their receipts; sometimes by the suppression of papers, and sometimes by deferring the record of the entries in their books.

1363. What is done when any are found out?—The officer is dismissed from the Service.

1364. Are they not prosecuted as delinquents?—I have never known of a criminal prosecution in these cases.

1365. Do you not think that if this was done it would have a good effect on the Service?—I think it would.

1366. Do you hold any security from your officers, so as to protect you from loss?—Collectors, sub-collectors landing-waiters and other commissioned officers, are required to give bonds, with two sureties, in sums corresponding with the business they are called on to do.

1367. Do you generally recover on these bonds in cases of default?—We generally recover either on the bonds or by other means.

1368. Are the sums lost in this way considerable?—I should say not.

1369. How soon after the end of the month are collections made at your outside offices reported as having been deposited to credit of Receiver-General?—Within a day.

1370. Whose duty is it to examine the accounts of your outside offices, and how often are they inspected?—It is the duty of the inspectors to examine them in connection with the books. The accountants in the Department examine them regularly on receipt.

1371. Is there any unnecessary duplication in the manner of keeping your accounts?—I think not.

*By Mr. Brunel :*

1372. Do the accounts of the Department promptly check the accounts kept at the ports, and at what intervals?—They check the accounts once a month.

1373. How soon after the receipt of a remittance can your accountant or other clerk state definitely whether the amount of the remittance correctly covers the sums entered on the transactions to which it relates?—Not till the end of the month.

1374. Are these remittances made to cover exact sums accrued on a specified number of entries or other transactions, and is the cash remittance in effect a settlement of an account?—No; it cannot be called a settlement. The settlement properly takes place on the last remittance for the month.

1375. How soon after the close of the month can it be ascertained whether the exact amount to cover the transactions of that month has been remitted?—It will be from one day to a fortnight, probably.

1376. How, then, can you ascertain in the Department whether the remittances have been correctly made? Would it not be possible for the collector to control considerable sums pending the settlement. Have you had any such cases?—The correctness of the remittances is ascertained in the first place by the correspondence of dates on both sides of the account, and with the receipts. The collector might con-

trol considerable sums for a few days in collusion with one or more officers. There have been such cases.

1377. Are the dates of entry papers used for checking the remittances; if so, state how?—Not in the Department. The remittances are checked by the dates of the entries by the inspectors.

1378. Does the Department recognize the system of sight entries and suspense entries, and what is your opinion in relation to such entries?—The Department recognises the sight entries, because they are recognised by the law. We do not recognise suspense entries. I endeavour to put an end to them wherever I find them.

1379. What is your opinion as to the expediency of abolishing the system of sight entries and substituting "prime" and "post entries"?—I think it would be better to do so, though there might be cases in which that would be difficult to do. The utility of sight entries depends on the competency and honesty of the men who have to deal with them, and if properly carried out in all cases they would be found convenient both to the Customs and the inspector. There is a possibility of using the sight entry to all intents and purposes in the same manner as a prime entry, simply by requiring that it be carried through the books the same as a perfect entry, and the adjustment to be made by post entry afterwards. I cannot, from memory, state the exact bearing of the law, but I am under the impression that it is possible for the Department to direct that the sight entries be treated in the accounts in all respects as a prime entry.

1380. It was found at Toronto that receipts from various services, such as receipts for sight and suspense entries, for fines, &c., were entered in a book in common with the advances for contingencies. Is this in accordance with the regulations of the Department?—No.

1381. Two of the books in which such accounts had been kept from 1871 to 1873 could not be produced when called for. Had their disappearance come under the notice of the officer of the Department?—No.

1382. You have said that one part of the Bank voucher for deposits is sent to the Finance Department, another to the Receiver-General, and the third to your own Department. Do you understand that an account is kept of these deposits both in the Finance Department and by the Receiver-General?—That was the case when there was a Receiver-General. I cannot say how it is now.

1383. You stated a case to the Commission in which considerable loss to the public was only avoided by the Collector having failed to destroy or suppress a number of invoices. Do you think it likely that similar cases may have happened in which the defaulting officer more completely effected his purpose?—I think it quite possible there have been such cases.

1384. Have you considered how such cases may be more completely guarded against?—Only as I said before by abolishing the smaller ports, and by allowing no place to be organized as a port of entry, the business of which would not justify the employment of several officers to be a check upon each other.

1385. Is it a part of the regulations under which your outside officers act that the second officer shall have communication of all official correspondence, regulations, instructions and financial transactions?—There is no regulation of that kind. I think such a regulation might be advantageously made.

1386. You have told the Commission that you are Chairman of the Customs Board; will you be good enough to state what other officers constitute that Board?—There are two called Dominion Appraisers and one Secretary.

1387. Does the "*Customs Board*" under the existing law direct or control the appraisement of goods at all the ports of the Dominion?—It directs the appraisement at all ports of the Dominion; but cannot absolutely control it.

1388. Was it not formerly held that an appraiser should be an independent officer, and that he should appraise all goods submitted to him on his own judgment, and that such an appraisement should be final, is this still the case?—The whole of the question with the exception of the last clause, I answer yes. But the law does not make the port appraiser's decision final, as it gives the importer the right to appeal



against such decision to two merchants for a re-appraisement, and the decision of such merchants when so called is as final.

1389. But is not the appraiser's decision final as against the Treasury?—Yes.

1390. Do the appraisers, at the port of entry, benefit by seizures made as the result of their own appraisement?—They are entitled to a share of the proceeds as informers.

1391. What is your opinion as to the expediency of allowing appraisers to participate in seizures that are the result of their appraisement?—I think there are objections to it; but I am not prepared to say it should be abolished.

1392. Would it not be better to pay them salaries sufficiently large to remunerate them for their whole services?—I think probably it would.

*By the Chairman :*

1393. What means do you take to see that there is a uniform system of entering goods so that the same rate of duty is charged at every port of entry in the Dominion?—The principle means is by frequent instructions by circular, and the distribution of samples of various classes of goods marked with the proper rates of duty. We also return entries in which we find improper rates of duty charged, with instructions to correct the errors by post entries, or otherwise, as the case demands.

1394. Will you state your opinions as to the expediency of permitting the collectors of Customs to participate in proceeds of seizures made at their ports or by themselves?—I am not prepared to say that collectors should not be permitted to do so.

*By Mr. Brunel :*

1395. I observe by the Trade and Navigation Returns that the statistics are given for each Province, as well as for the Dominion. Does this arrangement cause any considerable increase in the cost of compilation and publication?—It does cause a very large increase. I stated before that we had to open about 800 separate accounts for the imports; and I should have added that the same accounts are necessarily, seven times duplicated, in order to get the imports of each Province separated from the others.

1396. Will you be good enough to explain what is the object of publishing the returns by Provinces as well as for the Dominion?—The object is to satisfy the demands of the commercial community and of the members of Parliament.

1397. Are the returns, as to the goods entered for consumption in any particular Province, a reasonably correct account of the quantity of dutiable goods actually consumed in that Province, and the duties paid thereon?—No; it is not accurate because of the inter-provincial trade; and as an illustration, I may say that we ascertained on pretty reliable authority, several years since, that 50 per cent. of the goods entered for consumption in Montreal were sold to parties in the Province of Ontario.

1398. If the statistical returns were made only for the Dominion, could you materially reduce your statistical staff?—I think, perhaps, we could do with half the number.

*By Mr. Taché :*

1399. Would you consider that such statistics would be complete or sufficient without such subdivision by provinces?—I do not think they would satisfy the public. I think the statistics, as they are given, are, for various considerations, to be preferred at present. So long as the system of local government exists, so long will these statistics be essential.

*By Mr. Tilton :*

1400. The collectors of Customs, at several ports of the Dominion, are charged with the collection of sick seamen, steamboat inspection, and at the ports of Montreal and Quebec in addition to the above, of harbor police dues. In some cases the collectors are also registrars of shipping. Do such collectors receive any remuneration for the services above referred to, other than their salaries as collectors of Customs?—They do not receive any additional remuneration for those services.

*By Mr. Mingaye :*

1401. What are the duties of such registrars, and would they entail on them any extra work?—They have to keep a record of all ships registered, and of all subsequent transactions in the way of mortgage or transfer of any kind; and to furnish elaborate statements of all such transactions to the Department of Marine and Fisheries, and to the Board of Trade in London. They receive no remuneration that I am aware of.

1402. Would a port where, say, over 200 vessels are registered, entail any very heavy duties on a registrar, as well as legal responsibilities?—It certainly would.

*By Mr. Barbeau :*

1403. Have you any means of checking the warehousing operations of outside ports of entry?—Yes; we check all the entries for and ex-warehouse, and we get quarterly returns in detail of all the warehouse transactions. We require quarterly certificates from the port to the effect that the warehouse has been examined, stock taken and found correct or otherwise. The certificates mentioned are signed by the chief warehouse locker or the surveyor of the port; and where there is no chief locker or surveyor, by the collector or some competent officer to whom the duty of examination is assigned. All these certificates are countersigned by the collector. If there is only one officer, the duty necessarily devolves upon him. In addition to this, it is one of the most important duties of the inspectors of ports to thoroughly examine each warehouse for themselves at proper intervals.

*By Mr. Tilton :*

1404. Do you approve of the existing regulation which permits all kinds of merchandise in bond being stored in private warehouses; and, if so, do you think the Government exercises a sufficient supervision over such goods while in warehouse?—I do not approve of it at all. I think it a very dangerous and expensive system. I think that while the system exists as it is, it would be difficult to exercise greater supervision except by multiplying inspectors. I consider the whole system of private warehouses so exceedingly dangerous to the interests of the revenue, that I think it of the utmost importance it should be entirely changed or abrogated. In that case a large proportion of the officers required for private warehouses, could be dispensed with.

*By Mr. Taché :*

1405. Have you formed any idea of the primary cost of the abolition of private warehouses?—I consider that if the Government undertook the erection of the warehouses they could be made a source of revenue instead of expense. And if the erection of such warehouses was committed to a company of private individuals they would be glad to furnish the warehouses for the storage which they would receive from the parties warehousing goods therein.

*By Mr. Barbeau :*

1406. What would be, in your opinion, the advantage of storing certain goods, such as whiskey and brandy, in a Government warehouse under its exclusive control, so as to prevent any possibility of their being tampered with?—I think it would be a great improvement on the present system.

1407. The system was presumably adopted for the convenience of the commerce of the country. What system would you recommend in its place?—I should say that all private warehousing should be done away with, and either Government warehouses or large general warehouses substituted.

1408. How long are goods allowed to remain in bond, and how are they dealt with when the time for keeping them has expired?—They are legally entitled to remain two years, which I consider to be too long a period. But frequently, on application to the Department, the time for clearance is greatly extended. They are occasionally, after the lapse of years, taken and sold for duties at auction.

1409. Do you approve of the system of permitting goods to be warehoused for the purpose of manufacturing in bond?—The question applies to the Department of Inland Revenue; but my opinion is adverse to the system.

1410. What security for the payment of duty do you exact from persons who are permitted to place goods in warehouse?—We take their personal bond for double the amount of the duties; in addition to which we place the goods under the custody of a Customs locker, and put a Customs lock on the door of the warehouse, the key of which is kept by the collector of Customs.

1411. In accepting such personal bond, do you have any regard for the solvency of the person making it?—If the importer was known to be insolvent it would be the duty of the collector to refuse his bond.

This concluded Mr. Johnson's evidence for Tuesday.

WEDNESDAY, 6th October, 1880.

Mr. JOHNSON's evidence continued:—

*By Mr. Tilton:*

1412. What are the conditions imposed by the Customs Department, before a building, or a portion of it, can be constituted a bonded warehouse?—There is a set of regulations prescribing the conditions, a copy of which I will hand in. These regulations divide the warehouses into several classes. Class 1 is a warehouse owned by the Government; Class 2 is a warehouse owned by a private individual or company, in which the importations of merchandize are permitted to be stored in bond; Class 3 is a private warehouse in which an importer is permitted to store his own importations in bond. There is still another class, called sufferance warehouses, which are used at railway stations and steamboat landings for the temporary storage of goods which cannot be entered immediately upon their being landed. There are also special regulations for constructively warehousing such commodities as coal, and grain imported for grinding purposes. In Class 2, the regulations require an entire building. In Class 3, the regulations require the setting apart of a whole flat of a store. In the sufferance warehouses, a single room partitioned off from the freight shed or other convenient place is generally deemed sufficient. There are special regulations for the warehousing of coal in yards and on wharves under bond, with two sureties, conditioned for double the amount of duty on the coal. Similar regulations are also in existence permitting grain to be taken into mills for the purpose of being ground into flour or meal. Before accepting a warehouse of Class 2 or 3, the building has to be certified to as being suitable by the collector of the port at which it is situated; and the proprietor is called upon to pay an annual license fee of forty dollars. In all cases the warehouse is secured by a Customs lock, the key of which is required to be left in the hands of the proper officer of Customs, so that goods cannot be received or delivered without the presence of a locker.

*By Mr. Barbeau:*

1413. The Customs House warehouses are now being separated from those containing goods held for account of the Inland Revenue. What is your opinion of this separation?—I consider the separation to be very desirable.

*By Mr. Brunel:*

1414. If private warehouses were restricted to buildings or parts of buildings entirely separated by substantial party-walls from all other premises in which the owner's business is carried on, and if the entrance door were at all times open to the observation of the officers of the Revenue, do you think such a warehouse could be made sufficiently safe?—They would be very much safer than at present, but I cannot say they would be sufficiently so.

1415. Have any cases come under your cognizance of large amounts of duty having been lost by reason of goods having been abstracted from bonded warehouse, notwithstanding the checks you mentioned in your answer to a previous question?—Yes; quite a number of such cases.

*By the Chairman:*

1416. Have you any knowledge of the operation of the Superannuation Act?—I have some knowledge of it.

1417. Has the present system been productive of efficiency and economy, or the reverse, in your Department?—It has in some instances enabled the Department to dispense with inefficient men.

1418. Are there any officers in either your Inside or Outside Service whom you would recommend to be placed on the superannuation list?—Yes, there are quite a number. I cannot think of more than one in the Inside Service. In the Outside Service there may perhaps be more than twenty.

1419. Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—Should very much desire to see such an arrangement, if it were possible.

*By Mr. White :*

1420. You think, then, that the country will be unwilling to bear the cost of pensioning widows and orphans of deceased civil servants?—Yes.

*By Mr. Taché :*

1421. What would you say of a system of provision for the families of deceased civil servants administered by the State, but purely derived from salaries?—I am of opinion that the Government could establish a system of life assurance for the Service, which would provide double the sum that the same amount invested in an ordinary life assurance company would procure, without loss to the revenue.

*By Mr. Brunel :*

1422. Can you submit a statement to the Commission showing the result of the working of the Superannuation Act as regards the cost of the administration of the Department of Customs both outside and inside?—I will consult the accountant of my branch and reply.

*By Mr. Brunel :*

1423. Do you consider the organization of the Departments and the other arrangements submitted by the Civil Service Commission of 1869, are well suited for the Customs Service of the present time, and that they should be continued?—I never considered the classification suitable at all.

1424. Have you any suggestion to offer for the improvement of the organization submitted in 1869; if so, will you be good enough to state what they are?—I am of opinion that the theoretical organization of the Customs Department, Inside Service, page 29, Report of Civil Service Commission, 1869, should be repealed, and in lieu thereof, the Commissioner, or it might be two Commissioners, instead of one and an assistant, should be invested with greater executive authority, and that the salary or salaries of one or each should be established at a much higher maximum; but as the general proposition is under consideration of relieving the Cabinet and parliamentary representatives of the onerous and burdensome patronage which has been so much complained of, the proper duties of deputies or permanent Heads of Departments would come better under review in that connection. I am also of opinion that the number of classes of clerks in the Customs Department should be reduced to three, viz.: 1st, 2nd and 3rd, and that upon the presumption that a thorough competitive examination is established, the appointing power should be at liberty to assign a candidate, after a year's probation, to either of the classes. That there should be no sliding scale, but that the salaries of each class should be fixed at time of appointment at an adequate sum, promotions to take place only on occurrence of vacancies and to be obtained only by seniority and qualification, to be ascertained by a renewed examination and the clerk's record in the Department. Officers higher than 1st class clerks should be known by their official titles, without reference to class. This is but a crude outline of the plan, which would require much elaboration to put it in a practical shape. As it respects Schedule B., classification of ports, pages 35 and 36, I am of opinion that it is utterly unsuitable and impracticable, but it is not easy to provide a substitute therefor. Perhaps the better plan would be to classify the officers, and leave it to the appointing power to assign to each his proper locality and line of duty. There are some small ports which, owing to their location and character of the business

transacted there, although collecting little revenue, would require a first class man whose salary should be ruled by his capabilities rather than by the incidentals of his port. I would suggest the repeal of this classification, and the entire removal of appointments and promotions in the Customs Service from all political and local influences, and the adoption of a sufficient competitive examination of candidates for appointments and promotions, under which the men themselves would be divided into 1st, 2nd and 3rd classes, and with power vested in the appointing body to select therefrom a passed candidate to fill any vacancy in any part of the Dominion.

*By the Chairman :*

1425. If promotion depends mainly on seniority, would it not tend to encourage a state of indolence which is disastrous to the best interests of the Service?—It certainly would.

1426. What is the practice in your Department at present in making promotion and increase of salary; is it mainly by seniority?—In the Customs Department, as respects the Inside Service, promotions have been chiefly confined to the statutory increases of salaries and promotions from one class into another. So far as this is concerned, it has the effect of promotion by seniority. But promotions in the Outside Service have, like first appointments, been generally ruled by outside influences.

1427. Do you think it would be a good plan that increase of salary should only be allowed on the certificate of the immediate superior head, countersigned by the Head of the Department, to the effect that the conduct of the clerk has been satisfactory?—I think that should make part of the new system suggested.

1428. Do you think it would be a good plan to give the utmost possible publicity to appointments and promotions, and that partiality of individual judgment should be guarded against by the Heads calling into council the officers responsible for the work of the clerks from whom promotion is to be made?—I think it would be desirable.

1429. When a clerk, who, in point of ability, shoots ahead of his colleagues, finds his natural aspiration for improvement frustrated by this system of promotion and seniority, is he not apt to get discouraged and to desire to leave the Service for another career?—He would naturally be discouraged, and would, no doubt, leave the Service if a better opening presented itself.

*By Mr. Mingaye :*

1430. Has the present system of promotion, in both branches of your Service, a tendency to equalize salaries of some officers, so that there is no just proportion between the salaries of the higher officers, who have important functions and heavy responsibilities, and of the lower ones, who have merely routine work to perform?—It has that tendency.

*By Mr. White :*

1431. Upon whose recommendation were the promotions from class to class in the Inside Service made?—In the Customs Department, generally on the statement of the Commissioner as to the length of service and the efficiency of the officer. I cannot say that efficiency has had a potent voice in the matter.

1432. Does promotion to a higher class in the Inside Service of your Department necessarily involve a change of duty on the part of the officer promoted?—It seldom involves a change.

*By Mr. Brunel :*

1433. With reference to your answer to a previous question respecting securities given by collectors and other officers, it is not very clearly stated what security there is for the fidelity of the cashier at the larger ports; will you be good enough to give further explanation in that matter?—There is only one case in the Dominion in which security has been given, that I am aware of, by the cashier to either the Government or the collector, and that is the case of the cashier at Montreal, from whom, I understand, the collector has taken bonds for his own personal security. It has been customary, apart from law or regulation, to allow the collector in the larger ports to select from amongst the clerks serving under him the individual to whom he desires to entrust the handling of the cash; and in such cases the clerk is by courtesy called "the Cashier." I have no official knowledge of the arrangement made between

the collector and cashier at Montreal. I am not prepared to say, but it would be better to have a cashier appointed by Government.

1434. The collector being responsible for all the financial affairs of his port, can he not become his own cashier and do his own banking, and so retain control of large sums of money pending the checking of his accounts by the Department or by the District Inspector?—No; he cannot do that, because he is under the direction of the Government as to the disposal of his funds.

1435. You have told us that the collector, in collusion with another officer, could control considerable sums for short periods. Might not that "other officer" be the cashier who you say is selected by the collector?—Yes.

1436. Can you inform the Commission as to the manner in which the inspectors of ports have really checked the books of the several ports? Is it possible that the inspector can check the books of the larger ports?—I can only say that, from the indications in the reports of the inspectors, I judge that they generally make a careful examination of the cash accounts of the collectors; and I know of nothing to hinder them from doing so. At the larger ports it would not be possible to check every entry; but it is the custom to check a certain number out of every hundred selected indiscriminately by the inspector.

The Commission adjourned at 6 p.m.

#### DEPARTMENT OF AGRICULTURE.

THURSDAY, 7th October, 1880.

Mr. JOHN LOWE examined:—

1437. What is your position, and how long have you been in the Service?—I am Secretary of the Department of Agriculture, and have been in the Department since 1870; entered as a census staff officer, and was permanently appointed as secretary in 1873.

1438. There are several branches in the Department. Will you please state what they are?—As stated in the Act of Parliament, the Department includes the branches of Agriculture, Immigration, Public Health and Quarantine, Arts and Manufactures, Patents of Invention, Copyright and Industrial Designs and Trade Marks. For the administration of these subject matters, the Department is divided into five distinct branches. One comprises the general correspondence; another, patents; another, statistics; another, trade marks and copyrights; and a fifth, historical archives. Each of these branches, with the exception of the general correspondence, is confined to its own special subject as indicated by its name. The general correspondence branch includes all the subjects, and exclusively administers immigration and quarantine. There is also an office, not a regular branch of the Service, which deals with the receipt of packages by express and the distribution of immigration literature, both of which are very considerable services. The number of packages received by express, involving also Customs entries, number 1,500 in a year. The immigration publications number millions; and a careful record is kept of all received and distributed, so as to ensure accountability for every pamphlet and map. This branch is a sort of sub-branch of the Patent Office and general correspondence branch combined. The employé in charge is not a clerk in the Service, but the housekeeper or caretaker. It is my opinion that that is a theoretical mistake in the organization, and that employé should be in the Service as a clerk. The express packages spoken of consist chiefly of models for the Patent Office, and the Customs entries are for those which come from the United States and other foreign parts.

The number of officers and clerks employed in the several branches referred to, are as follows:—

Correspondence Branch.....	4
Patents.....	14
Copyrights.....	2
Census and Statistics.....	3
Archives.....	1
Caretaker and Messengers.....	3
Total.....	27

There are also employed as temporary clerks, in the Census and Statistics, eleven persons. There are three extra clerks for service in such branch as may have a sudden pressure of work. All the other eleven also are liable to be called from branch to branch as the work requires. In the Patents Branch, the business consists of receiving applications for patents of inventions; the examination of the claims; the receipt of fees and models, and deciding questions as to whether patents should be issued or not; preparing the specifications for monthly publication in the Patent Record, making the translation in both languages of the title of each patent, and giving certified copies of documents, &c.

The Trade Marks Branch indicates its business by its title. It issues trade marks and copyrights upon application. That also involves the decision of particular questions relating to each subject requiring sometimes special and sometimes technical information. The Census and Statistics, comprise duties generally indicated by the titles; they have also relations to wider questions which may be stated to be International in their character.

The duties pertaining to Archives, comprise the collection and proper classification of all records that can be obtained pertaining to the history of Canada.

The General Correspondence Branch deals with the subject of Immigration. That involves a large correspondence with agents in Canada and abroad.

There are also the questions of Quarantine and Public Health. Also cattle quarantine and transit of American cattle. These questions involve relations with other countries, and the preparation of technical and scientific reports, in answer to Imperial despatches referred to the Department.

The branch of Arts and Agriculture also includes exhibitions of an International or an Intercolonial character.

1439. Is there any examination for admission or promotion in your Department?—There has been no special examination for admission since I entered the Department.

1440. What is your opinion as to the effect in the Service generally, of the prevailing method of making first appointments to it?—In regard to my own Department, the result has been decided efficiency. I speak with special reference to our present staff.

1441. How are first appointments made in your Department?—They have been generally made on the recommendation of the Minister to the Privy Council.

*By Mr. Barbeau:*

1442. Are clerks taken on probation, and if so, for how long?—We have had clerks taken on probation and others have been simply appointed.

1443. Does it happen that clerks are not kept when their probationary term has proved them to be unfit for their duty; or are they kept notwithstanding their unfitness?—They are not kept.

1444. Is your opinion ever taken when appointments are made; and is your advice followed?—The Ministers have always made their own recommendation to Council, so far as I know. This does not apply to promotions to the same extent. Ministers have indeed made promotions without consulting the deputy or other official of the Department. In other cases they have taken their opinions. The practice has not been uniform in regard to promotions.

1445. Are promotions made by order of seniority or of merit?—There has not been any absolute rule. Some have and some have not.

*By the Chairman :*

1446. Appointments being made in the manner you have stated, do you know whether any regard is had to their fitness, or are the appointments made by reason of political influence?—I can only answer that by the fact, and on the whole the appointments have been satisfactory.

1447. Do you not think a good system of examination prior to entrance in the Service would give you material from which you might expect good subjects for promotion?—This is a question with respect to which I feel a little difficulty. I have not bestowed any special study on the subject, beyond reading the reports of Committees and magazine and newspaper articles. I have no doubt that education is highly desirable and necessary for a Civil Service clerk. I have doubts whether such examination would afford any test, at least as a rule, of fitness or aptitude for particular duties the clerk would have to undertake. I think that fitness and aptitude can only be ascertained by the test of probationary service.

1448. You think, then, that such an examination coupled with a period of probation would give you the best material?—I think that the fact of sufficient education, coupled with probationary service, will be the best test.

*By Mr. Tilton :*

1449. What means would you suggest to establish the fact that a man's education fitted him to enter the Service?—I have no suggestion to make on that point. My reason for saying that I think the competitive test would not, in all cases, prove equal to the requirements expected of it, arises from the fact that I have known young men who would answer with facility the greater part, if not all, the questions of the examination, but who would not have the other qualifications necessary for a good clerk. I have also seen it stated in speeches and newspapers that the competitive examination in England, has not, in all cases, answered expectations; but I have no personal knowledge of the fact. I think the Minister appointing should be satisfied as to the educational capabilities of the proposed clerk.

*By Mr. Brunel :*

1450. Have you, in your reading, met with any proposition made by any public men of note, in England, to go back to the system which prevailed prior to the adoption of the present system?—Oh, no; but practically, it has not been uniformly followed in England.

1451. Will you be good enough to state to what extent it has not been uniform in England?—I cannot give a precise answer to that question.

1452. Am I to understand from your answer to a previous question that you consider examinations only applicable to ascertaining the existence of educational acquirements?—I think that the examinations have reference to educational acquirements; so far as I have seen the questions they have.

1453. Do you think the possession of a good education, obtained in early life by a person who has had no special advantages, is any indication of intelligence or of any aptitude to acquire a knowledge of special duties?—It is. I do not think that anybody deprecates education.

1454. Do you consider it impossible to frame questions that will test the possession of special qualifications for any specific duties?—That is a very wide question; I should say yes for many specific duties.

1455. Will you state the qualifications necessary for the performance of any particular duties which you consider could not be ascertained or tested by examination?—They are the kind of qualifications only discovered by experience. I have already stated that they could not be discovered by examination; therefore, I cannot describe them.

1456. If there are several persons eligible, as regards health, age and character, for an appointment, do you think the fittest could generally be ascertained by a competitive examination of the whole?—Possibly yes; and possibly not. If I had to select, I should desire some other test.



1457. Then, if the one gaining the first place in the competition were appointed on probation, do you think the two things would constitute a satisfactory test?—Yes.

1458. Have you, in your experience, observed any difficulty in finding officers in the subordinate ranks of the service fit to fill the higher positions?—Generally, I think the subordinate officials could fill the higher positions. I think, however, that the service in the Departments would not, in all cases, afford the best ground-work for the kind of information required in some of the higher branches.

1459. Have any appointments been made to the higher positions in your Department of men not previously in the Service?—Yes.

1460. Were such appointments made for special qualifications possessed by the appointee?—I think so.

1461. How were such special qualifications ascertained and vouched for?—I cannot tell the process, nor how the Minister came by his knowledge.

1462. Where there no officers in the lower grades suited to fill the place?—I think not quite so advantageously.

1463. How, in your opinion, did that difficulty originate?—I cannot tell you.

1464. Is it possible that it may have originated in the admission of inferior material to first appointments?—No; I do not think that.

1465. Do you not think that if only well educated young men had been admitted to the lower grade of the Service, the business of the Department would have constituted a school in which those who were industriously inclined would have acquired the knowledge necessary for filling the higher positions?—Generally it would, but not in all cases.

*By the Chairman :*

1466. What would you consider the best age at which clerks should first enter the service?—As a rule, I think we should do better with young men at the age of leaving school or college; but there might be exceptions as to special appointments.

1467. Can you tell the Commission at what age first appointments in your Department are made?—At various ages from 18 to 50. The major part entered as young men.

*By Mr. White :*

1468. Have you any female clerks in your Department? If so, how does their work compare with that of male clerks?—We have two extra clerks who are females, and they are both doing very good service.

1469. Are there any positions in your Department requiring technical knowledge; if so, how are appointments to such positions made?—The questions coming under the correspondence branch, the patent branch, the statistical and trade-mark branch, require technical knowledge. The appointments are made in the manner I have already stated. The archives also require special literary information for their collection and classification.

1470. Do you know by what means the Minister acquires information as to the special qualification of the person appointed?—I have already stated that I do not know the process by which the Ministers who make the recommendation obtain their information.

1471. Does promotion from class to class in your Department necessarily involve a change of duty?—No.

1472. Have you given any attention to the mode of remunerating members of the Civil Service; if so, do you think a scale of salaries, in which each class rises by annual increment from a minimum to a maximum, has any advantage over a scale giving to each class a fixed salary?—I have not specially considered that question. I think the annual increases, in many cases, are advantageous, but there may be exceptions. And I do not think, in our own Department, that the annual increases have always given substantial justice. I speak with special reference to the non-granting as well as the granting of the increases.

*By the Chairman :*

1473. Do you believe in promotion by merit?—Yes, if properly established.

*By Mr. White :*

1474. Could you give the Commission any information as to the character of the work done and the number of persons employed in the branch of your Department having charge of the archives?—There is one clerk in the archives branch, and there have been considerable collections of purely historical records concerning Canada. These collections have been made in England and France as well as in Canada.

*By the Chairman :*

1475. Do you think that the staff of the Department of Agriculture could be reduced in numbers without injury to its efficiency?—I do not think so; on the contrary, the present staff, inside, requires extra assistance continually. I wish to furnish a statement in support of this answer, founded upon a comparison with another and a foreign service, which happens to admit of an exact comparison; it is the Patent Branch as compared with that of the United States.

### PATENT OFFICE.

#### COMPARATIVE STATEMENT FOR THE YEAR 1879.

	Canada.	United States.
Number of clerks (including four extras presently employed).....	22	354
Total amount of salaries.....	\$18,180.00	\$415,820.00
Average salary per clerk.....	\$826.36	\$1,175.00
Number of patents, trade marks, &c., applied for.....	1,953	19,300
Average number of applications per clerk.....	88	54
Number of patents, trade marks, &c., granted.....	1,832	14,018
Average number of cases granted per clerk.....	83	39
Total amount of fees received.....	\$33,303.00	\$703,146.00
Average of fees per clerk.....	\$1,513.77	\$1,986.00
Average cost of salary per case granted.....	\$9.92	\$29.66
Average cost of salary per application filed.....	\$9.81	\$21.54

(Collated from the United States Register of the Department of the Interior, 1879, Report of the United States Patent Office, 1879, and the Report of the Hon. Minister of Agriculture for 1879.)

I therefore find that the Service in Canada is performed at a cost of from one-half to two-thirds cheaper than precisely the same service in the United States; and I am able to state that the clerks in the Patent Office do not work any harder and are not generally more efficient than the other clerks of the Department.

1476. Have you in the Department any men who, from age, indolence, incapacity or any other cause, are not well fitted for their duties?—There is probably one of the clerks who is now attaining the age at which he will have to be superannuated. The merits of the clerks are not all equal; but I know of none unfitted for their duties.

1477. In the Outside Service you have specified as well as permanent clerks; does the number vary from time in accordance with the exigencies of the Service?—Yes; we have special as well as permanent agents. The special are appointed to meet particular exigencies of the Service on immigration, health and quarantine.

1478. Are there any of them, from any cause, not well fitted for the performance of their duty?—I think not. I think the Service is efficient.

*By Mr. Barbeau :*

1479. I see by a return of the employés in your Outside Service that you have several agents named abroad, for immigration; does the country derive any benefit from the settlement here, of immigrants, proportionate to the cost?—I think the advantage of immigrant settlers in Canada exceeds the cost of the service.

*By Mr. Tilton :*

1480. Do you favor the continuous employment of clerks, as extras, in preference to their being placed upon the permanent staff of your Department?—Not as a rule.

1481. Have you ever inflicted fines as a punishment for minor offences in the Inside or Outside Service of your Department, and if so, by what authority?—No.

*By Mr. Barbeau :*

1482. Are any of your employés engaged in any occupation outside the Service?—I think not, in any regular occupation.

*By Mr. Brunel :*

1483. Can you have prepared a statement for the Commission, showing the effect of the superannuation law as heretofore carried out on the cost of administering the Inside and Outside Service of your Department?—Yes; and I will do so.

The Commission adjourned at 6 p.m.

FRIDAY, 8th October.

Mr. H. B. SMALL, of the Department of Agriculture, was examined :

*By the Chairman :*

1484. Will you state your present position, and how long you have been in the Service?—I am a First-class Clerk and Accountant of the Department for the sums voted by Parliament. Have been 13 years in the Service altogether; was confirmed in my present position by an Order in Council since 1st January, 1879, having previously discharged the duties for two years.

1485. Will you please state what the duties are?—General correspondence, receiving and checking all accounts, issuing cheques for the same, receiving and filing vouchers, checking the transport account, certifying the correctness of the pay-list of the outside staff, issuing the same and keeping all the accounts of the sums voted for the Department by Parliament. The patent fees do not come under my control. I also have the compilation of the annual report of the Department.

*By Mr. Barbeau :*

1486. Is there an attendance book kept in your office, and is the attendance of the employés punctual?—There is such a book, and the attendance is punctual.

*By the Chairman :*

1487. Is there any penalty attached to breaches of discipline?—Not being aware of any breaches of discipline, I can scarcely say if there are any penalties.

*By Mr. Barbeau :*

1488. Are any clerks in your Department engaged in business outside of their official duty?—Not to my personal knowledge.

1489. Is the method of keeping your accounts left to yourself, and does the Finance or Audit Department ever suggest any change in the manner of keeping them?—The system employed in our Department is the same as it always has been; the only change suggested by the Finance Department being the abolition of credits on the various provinces, against which cheques were formerly drawn for provincial payments, in addition to the credit existing for ordinary expenditure in the Bank of Montreal at headquarters. All payments by cheque are now made from one credit here.

*By Mr. Tilton :*

1490. What officer of your Department signs official cheques?—The Deputy Head; in his absence the Secretary or Chief Clerk are authorized by Order in Council to sign for him in his name. All cheques except those for patents and the Department pay-list are countersigned by me.

1491. Please state the mode by which your Department is placed in funds to pay accounts?—At the commencement of each fiscal year a credit for current expenditure, on the Bank of Montreal, is applied for to the Finance Department against

which cheques are drawn ; the same process being repeated on the exhaustion of each credit.

*By Mr. Barbeau :*

1492. In what manner is the expenditure controlled as regards Parliamentary votes to the Department?—A monthly statement on a printed form of the expenditure under each vote, is laid before the Minister, Deputy and Secretary, prepared by myself. The balance available for each vote being shown thereon.

1493. How are monies supplied to the various outside branches of your Department, and what check have you over them?—Advances are only made during a current quarter to outside agents on a requisition from them. The amount so advanced is charged to their ledger account, and when their quarterly accounts are rendered, the amount so advanced is deducted and the balance if found correct, remitted by cheque. All accounts sent by outside agents have to be certified by them. All accounts are examined by myself and submitted to either the Deputy or Secretary before payment. Any claim which I consider at all doubtful, I invariably call attention to ; and cases have occurred where charges have been disallowed.

*By Mr. Tilton :*

1494. Does your experience enable you to suggest any improvement with reference to the payment of accounts under what is called the "credit system"?—I think not ; the credit system as it now exists in our Department is working well.

*By Mr. Barbeau :*

1495. I see by the return sent by your Department, that several of your agents are paid certain sums for travelling expenses. Will you state on what basis these are allowed, and what means you have of controlling them?—Departmental travelling is under Ministerial orders. The accounts for the same are rendered in detail, and submitted either to the Minister, Deputy or Secretary, before payment is made. Advances are occasionally made and deducted from the face of the account when rendered. The sums paid are for actual expenditure, and not a *per diem* allowance. The outside agents receive their travelling instructions from the Department, except in any case of emergency, notification of which has to be given to the Department with the reasons therefor. The foreign special agents are by Order in Council allowed actual travelling and living expenses whilst travelling, not to exceed \$4 per diem, all told. They are also allowed special expenditure to cover printing or advertising (or the use of halls, &c.) in special cases. Each agent also sends in a diary containing particulars of his proceedings, while engaged in travelling or on special service, in addition to his account for the same.

*By Mr. Tilton :*

1496. In rendering your monthly account of expenditure to the Auditor-General, do you send therewith any statement which enables that officer to reconcile the difference between the balance at credit, your Departmental letter of credit account with the Bank, and that shown by your books?—I never have done so. I should require another clerk to do that work, which, I think, should be done in the office of the Auditor-General.

*By Mr. Barbeau :*

1497. Please state if your outside offices are visited, and, if so, how often their accounts are checked?—There is no stated inspection, but each agency, from time to time, without notification, is visited by the Deputy or the Secretary and the workings of them examined.

*By the Chairman :*

1498. In addition to the normal work and expenditure of your Department, have you had some of an exceptional or special character. Will you please state what they have been?—Correspondence in connection with and accounting for the expenditure incurred during the last few years by International and Interprovincial Exhibitions. The expenditure for Philadelphia being upwards of \$93,000 ; Paris, \$114,000 ; Australia, \$26,000 ; and our own Interprovincial Exhibitions averaging each \$5,000. This has entailed a very heavy amount of abnormal work on my branch.

1499. The work of preparing various statistics, as well as that of the census, is performed in your Department. Have you anything to do with their preparation or have you any knowledge concerning it?—It is. I have nothing to do with their preparation except the issuing of cheques in payment for statistical accounts rendered and certified to by the official of that branch.

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DEPARTMENT OF THE INTERIOR.

WEDNESDAY, 13th October, 1880.

LIEUT.-COL. DENNIS, Deputy Minister of the Interior, examined:—

*By the Chairman :*

1500. You are the Deputy Minister for the Department of the Interior; how long have you been in the Service and held your present position?—I have been more or less connected with the Public Service for many years, having been actively employed in the Department of Public Lands or in the Active Militia Force from 1841 up to 1871, when I was appointed Surveyor-General of Dominion Lands. I was Surveyor-General till November, 1878, at which time I was appointed Deputy Minister of the Interior.

1501. Will you please to state into how many branches your Department is divided?—The Department of the Interior is divided into the following branches:—1st. Dominion Lands, embracing all the territories and lands of the Dominion outside of the provinces as originally confederated, including, however, Manitoba. The Ordnance and Admiralty lands transferred by the Imperial Government to Canada, and which formed till recently an independent branch of the Department, now forms a sub-branch of the Dominion Lands Office, all of which are under the immediate administration of the Surveyor-General. 2nd. The Mounted Police Force of the North-West Territory. 3rd. The Geological Survey of the Dominion, under the direction of Professor Selwyn. 4th. The administration of the Government of the North-West Territories, through the Governor thereof. 5th. The administration of the Government of Keewatin, through the Governor of Manitoba. Another branch has within the last year been added, called the School Lands Branch, which is charged with the administration of the school lands, some 15,000,000 of acres embraced in Manitoba and the North-West Territories.

*By Mr. Barbeau :*

1502. How are appointments made in your Department?—By order of the Governor in Council on the report of the Minister of the Interior.

1503. Does not the present system of making appointments expose you to employ incompetent men for the work?—It does.

1504. Is there any examination as to fitness prior to making appointments, and is it customary to enquire about the ages, health and moral character of candidates?—It has not been the custom to submit any appointees to any examination preliminary to appointment; and, so far as I am aware, no particular enquiry as to age, health or moral qualifications is customary. This refers more especially to persons employed as temporary clerks. As a rule, I have reason to believe that before Ministers will recommend to Council persons for permanent appointment, they satisfy themselves on these respective heads. The great difficulty of the present system is caused through persons, by political pressure, obtaining foothold in the Service as temporary employés who are not fitted to be permanently appointed, but who are kept on from time to time, temporarily employed, occupying the places of young men who, if judiciously chosen for their qualifications, would be in the course of being rapidly educated as valuable civil servants.

*By the Chairman :*

1505. Are you obliged to retain clerks when once appointed whether fit for their duties or not?—Not necessarily; I have little doubt that on representation to the

Minister of the conduct of any employé being of a character to destroy his usefulness and to bring discredit on the Civil Service, such clerk would be dismissed.

1506. What, in your opinion, would be the best means of securing good appointments?—I would not appoint any person in the ordinary course to the Civil Service without he passed a certain fixed examination, which examination, I think, ought to include some specialty, either a knowledge of shorthand, or of French or German, in addition to English. He should be healthy and moral, and serve a certain period on probation, and after permanent appointment his promotion should be according to merit as a public servant, on the report of the officers over him in the Department in which he serves. I would entirely eliminate, as far as it could possibly be done, political influence from the administration of the Civil Service.

1507. Have you any knowledge of the Civil Service of Great Britain, and the manner of making appointments and promotions therein?—None.

1508. Would you consider the appointment of Civil Service Commissioners by the Government of the day, in the same manner as the Judges are now appointed, before whom candidates for the Civil Service, as to fitness, would be examined, a reform on the present system?—I think the examination of all candidates should be by a tribunal entirely independent of all political influence.

1509. What would you consider the best age for first entrance into the Service?—It is not so much a matter of age as of qualifications. From 18 to 21 years I would think the most desirable age. But there must, in the ordinary course of things, be exceptions to the rule I have suggested for the organization of the Civil Service; for instance, in cases where appointees require to possess special professional qualifications, such as could not be attained in the ordinary training in the Service, such appointments must necessarily rest with the Government.

*By Mr. Barbeau:*

1510. Has the Civil Service Act of 1868 been observed in your Department?—As far as political exigencies would admit.

*By the Chairman:*

1511. Have not such exceptions as you have alluded to practically made the Act a dead letter?—I would say that, practically, the objects sought in the Act of 1868 have been defeated by the exercise of political influence.

1512. If first appointments were made of the ages from eighteen to twenty-one, after examination, suited to the duties which they may be called upon to perform, coupled with a period of probation before being permanently appointed, do you believe that in that way the best material would be secured for the Service and from which to make promotions therein?—Yes.

*By Mr. Barbeau:*

1513. Does the present system of making first appointments furnish the right material from which to make promotions to vacancies in the Service?—I do not think so.

1514. Would you be in position to fill vacancies in your Department, by promoting some one already in the office?—In the ordinary course, yes; not, however, in appointments requiring professional knowledge. I would here say that, as Deputy Minister, I consider myself fortunate in that the most of the gentlemen occupying positions in the different branches of my Department who entered some years back, are well qualified and are valuable civil servants.

1515. If promotions were so made, as a rule, do you not think it would give great encouragement to the staff under you?—Yes.

*By Mr. Brunel:*

1516. You have expressed yourself strongly in favor of examinations for admission to the Civil Service, do you mean pass examinations or competitive examinations?—I would not insist on competitive examinations, without the Commission is of opinion that such examinations would be necessary in carrying out the principal I have suggested.

1517. Under what regulations would you admit candidates to examination for first appointments?—I have not given that matter serious consideration.

1518. What is your opinion as to the value of educational acquirements as an indication of general intelligence and of a capacity for acquiring a knowledge of the duties assigned to a civil servant?—As a rule, I should judge that such acquirements were reliable; exceptions, doubtless, occur to this as to every other rule. One young man may pass a more excellent examination than another, but after all not make as valuable a public servant.

1519. In a previous answer you have referred to probationary service. Do you think that such service, coupled with the results of examination, would be a reliable test of fitness?—I think so

1520. Under what conditions do you think probationary appointments should be made, especially as to their termination either by the confirmation or rejection of the probationer?—I think a probationer should come in for a fixed period, say of six months; his permanent appointment, or his being relieved from further duty, to be contingent on the report in such behalf, of the officer at the head of the branch in which he is employed, and approved by the Minister.

1521. You have said that promotion of clerks should depend on the recommendation of the officers over them. Do you feel confident that these officers would always be so free from political pressure that they would be able to act independently in such cases?—I have no reason to think otherwise; where, as I have suggested, politics should, to the utmost possible extent, be eliminated from the Civil Service.

1522. Have you considered the expediency of basing promotions on the officially recorded previous conduct of those in the inferior grades, coupled with examination, by such a board or commission such as you have here suggested?—No; I have not.

1523. You have mentioned the age of 18 to 21 as a suitable age for admission to the Service. Have you formed any opinion as to the expediency of appointing lads or boy clerks, say at the age of 15, with a view to their education in the speciality of the Civil Service?—No.

1524. With reference to the exceptional cases which you say must occur in which appointments for special or scientific qualifications must be made; are you of the opinion that the possession of the necessary qualifications might be tested by any process which would be free from political influences?—No course, with such view, suggests itself to me at present; and I have not considered the matter. I think, in such exceptional cases, the Government should take the responsibility.

*By Mr. White:*

1525. When a clerk in your Department is promoted to a higher class, does such promotion necessarily involve a change to a higher class of work?—No.

1526. Then promotion from class to class simply means an increase of salary without increase of responsibility?—Decidedly, under the present system.

1527. Do you think that first-class clerks should have specific duties?—I certainly think so; they all have in my Department.

1528. Has a competent knowledge of the English and French languages been considered as entitling the possessor to any special consideration in your Department?—No.

1529. Do you not consider that a competent knowledge of both languages should entitle the possessor to some special consideration?—Yes.

1530. Is not a knowledge of both languages absolutely necessary to the holders of the higher positions in your Department?—I would not say it was absolutely necessary, but it would render them much more valuable servants.

*By the Chairman:*

1531. Are not appointments under the present system, to what may be considered as the prizes of the Service, made over the heads of those already in the Service?—Such a case has occurred, and the present system leads to that abuse.

1532. Does not that tend to impair efficiency and discourage those who are on the permanent staff?—Yes, decidedly.

*By Mr. Taché:*

1533. Are we to understand that you consider appointments to the higher grades from the outside an abuse in every case?—It is only an abuse when there are persons in the Department just as capable of filling the situations.

*By Mr. Brunel:*

1534. Will you be good enough to state your opinion as to the present system of giving annual increments of salary to the civil servants?—I do not approve of it. I think that ordinary clerks should be paid reasonable salaries as such, according to the character and value of the work they perform, and that an increase of salary should only attend upon increase of value of services rendered to the public.

1535. Have the annual increments been granted as a rule, in your Department, without reference to the previous conduct of the clerks?—Yes; as a rule. At the same time, the Minister requires the recommendation of the officer immediately over the clerk.

1536. Have you had any cases in your Department in which the annual increment has been permanently withheld?—Not that I remember.

*By the Chairman:*

1537. Then the tendency of the present system is to the gradual culmination of officers by mere force of survivorship into the more highly paid classes?—Yes.

*By Mr White:*

1538. Do you think such a system of increasing salaries as that you have just described could be carried into practice without leading to favoritism?—It is quite open to argument.

*By Mr Tilton:*

1539. Do you think it in the interest of the Public Service that all persons holding appointments under the Government should be disfranchised?—I do. I think the Civil Service should have nothing whatever to do with politics.

1540. As you have expressed an opinion adverse to the granting of annual increments, will you be good enough to state your views as to the desirability of shortening the term of service prescribed by the present Civil Service Act, and, in cases of efficient and deserving employés, providing for prompt promotion on reaching the maximum of the class in which they may be serving; efficiency in all cases to be certified to by the Deputy Head before being sanctioned by the Political Head?—I certainly would shorten the period of service in a case of remarkable efficiency.

*By the Chairman:*

1541. Have you a larger number of officers, either in the Inside or Outside Service, than are required to carry on the work of your Department?—No, not in either the Inside or Outside Service. Our service expands in certain of the branches so rapidly that we can hardly keep up with the requirements of the Department.

1542. Are there in your Department any cases in which changes in departmental work have left some officers with too little, others with too much work?—None.

*By Mr. Barbeau:*

1543. Have you any clerks in your Department who are not capable of performing their duties efficiently from any cause, such as old age, intemperance, idleness or general incapacity?—No.

1544. Are there any officers in either branch that you would recommend to be placed on the superannuation list, or who might with benefit to the Service be dispensed with?—There are none who could be dispensed with, with benefit to the Service. There are, however, one or two who might be placed on the superannuation list.

1545. Would it be possible by any re-arrangement of your Department, or of the business therein, to carry on the public business in a satisfactory manner with a reduced staff?—No.

*By Mr Mingay:*

1546. Are any of your officers doing a class of work for which they receive a lower salary than the work warrants, or are there, on the other hand, any officers who receive high pay for inferior services?—I do not think the salaries are fairly apportioned.

*By Mr. Taché:*

1547. Is the work of the Department of the Interior efficiently performed in the Inside and Outside Service by the present staff of the Department?—I think in the



Inside Service, yes. In the Outside Service there has been one complaint involving the neglect of an officer which the Department is now endeavoring to remedy. It is not a case of inefficiency of an officer, but a charge of wilful neglect.

*By the Chairman :*

1548. Has this officer been dismissed; if not, what has been done in the matter?—The papers have been sent to him, and the Minister awaits his reply.

*By Mr. Mingaye :*

1549. If any of your staff were inefficient, idle, or useless, would they still hold their positions, provided they did not grossly misconduct themselves, and so remain in the Service until decease or superannuation?—I do not think they would.

*By the Chairman :*

1550. Do you believe that if appointments were made of duly qualified persons after examination, with probation and the prizes of the Service awarded by merit, it would secure a more efficient staff and secure greater economy in your Department?—Yes.

*By Mr. Barbeau :*

1551. Have you any special knowledge as to the details of the working of each branch and sub-branch in your Department, and have you such knowledge as would enable you to judge of the capabilities and qualifications of the clerks in each branch?—I have a thorough knowledge of the duties and ability of each of the clerks in the several branches at headquarters; but cannot be expected to have such knowledge with regard to those in the Geological Survey, or the clerks in the land offices of Manitoba and the Territories.

THURSDAY, 14th October, 1880.

Colonel DENNIS' examination continued:—

*By Mr. Brunel :*

1552. Do you consider the organization of the Departments and the other arrangements submitted by the Civil Service Commission of 1869 are well suited to meet the requirements of your Department at the present time?—I have not seen those regulations, and would require to study them before replying.

*By Mr. Mingaye :*

1553. I understand that your more important surveys are conducted by surveyors who are Dominion Land Surveyors, having received a commission to act as such. When a survey is completed by a surveyor, is he still retained under pay of the Government awaiting other work, or what is your mode of dealing with such surveyors?—He is not retained. He is paid off and may go to work in any other service.

1554. These surveyors, when on an important survey, have attached to their staff one or two officers who are appointed by the Department, they having in view the following of surveying as a profession; is such an appointment permanent, or determined on the completion of the particular survey?—The one or two officers alluded to consist usually of young men, on whose behalf influence has been brought to bear on the Minister to get them sent out with a surveying party, employed as assistants, commonly as chainmen, with a view of their ultimately, probably, becoming surveyors. They are not in the pay of the Government after the service is completed, and while employed only receive the ordinary daily pay allotted to such assistants.

1555. I believe there is an enactment by which you are in a position to provide a superior class of surveyors, capable of conducting highly scientific surveys, explorations, and operations of that kind; are such surveyors employed permanently, or for how long?—Such surveyors are employed for special services from time to time, as occasion requires, and are only under pay during the time of such service.

1556. Are you of opinion that a system by which surveyors and superior surveyors could be permanently appointed, with salaries according to the position they hold, would be the means of forming a more perfect and reliable staff, and

enabling the work to be done more economically?—As regards the higher class of surveyors, I am of that opinion.

1557. I understood you to have stated, yesterday, that you were not in favor of competitive examination as applicable to the whole Civil Service; would not such an examination, under proper regulations, tend to give you a more efficient and reliable body of such surveyors, and as I have just mentioned?—The examination required from the Dominion Land Surveyors is prescribed by law and (especially as regards the higher class surveyors) is a very stringent one. No additional examination is, in my opinion, necessary.

1558. But could not a Civil Service Act provide for such examinations being conducted so as to promote persons from the staff to surveyors and from surveyors to the higher class surveyors mentioned by you?—I see no advantage in such a system over the present Act appointing Dominion surveyors, which regulates all matters relating to Dominion lands over the surveys thereof. Such a system would imply that all Dominion land surveyors would be members of the Civil Service, which, in my opinion, would be inexpedient, if not impracticable.

1559. Some of your surveying is done by contract; will you please to explain the practice in this respect?—The mode in which the surveys are performed is as follows: Preliminary to the subdividing into farms of any special district of country, the same is laid out in squares of twelve miles or four townships each. On the dividing lines of these blocks, the sections and quarter sections are all marked by boundaries on the ground, and at each corner of the twelve mile square, an iron bar is driven into the ground, having stamped thereon with dies the numbers and ranges of the adjacent townships. These block or outline surveys are performed by a class of surveyors paid by the day. As the requirements of settlement call for additional sub-division of lands, contracts by the mile of section lines are let to any Dominion land surveyors who will do the work for the least money. These contract surveyors run all the interior lines and mark out the boundaries of the sections and quarter-sections of the townships.

*By Mr. Taché:*

1560. What is the method adopted for testing the accuracy of these surveys?—The first principal meridian is located astronomically and by interchange of telegraphic signals with the United States observatories, The second principal meridian, being the 102nd west of Greenwich, was settled by a system of triangulation across the country, south of Lake Manitoba, and passing north of Fort Ellice. The 3rd, 4th and 5th principal meridians have been severally located by a system of double and independent chaining with frequently tested steel chains. The definition of the system of base and exterior meridians of blocks, also the fixing of the principal meridians, have been checked, as regards latitudes, by very frequent and precise observations by an officer (Mr. King, D.T.S.) with the highest class of astronomical instruments. The differences in longitude are in the mean time entirely dependent upon the check chainages. It was intended to check the location on the ground of the three most westerly principal meridians, by interchange of telegraphic signals with a station on the first meridian, but the condition of the telegraph line west of Manitoba has been such that at no period since its construction has it been sufficiently reliable to permit of this service being performed satisfactorily. I may mention, as furnishing an idea of the fairly reliable manner in which these extensive surveys have been effected, that the 5th principal meridian by the circuitous route (some thirteen hundred miles) of bases and meridians laid down upon the ground, extending from Pembina to Winnipeg, to Battleford, to Edmonton, and thence by the 5th principal meridian 300 miles southerly to the International boundary below Fort McLeod under the Rocky Mountains, shows a difference between the actual measurements and the theoretical distances, as determined astronomically, of only some thirteen chains.

*By Mr. Brunel:*

1561. Do you consider the testing of the chains used for determining the meridian as described by you, was entirely satisfactory, and will you explain the nature of tests for accuracy?—The testing of the chains is only of approximate value, as it is

entirely impossible to make two measurements of any consequence over the same line in the ordinary way of chaining which shall agree. The test for accuracy in the length of chain used in the Department is the measure of length furnished by the Inland Revenue Department.

1562. With reference to the selection of surveyors of Dominion lands and their assistants, will you explain how the selection is made?—The selection of the superior class of surveyors is made from a list of men recommended for such special work by the Surveyor-General. As regards contract surveyors, other things being equal, the contract is given, under the present system, to the lowest tenderer.

1563. Could not these surveyors be selected by some process which would more completely eliminate the element of patronage than the method you have described?—I think not. So long as the most important surveying work is done by men personally known to and recommended by the Surveyor-General, I think no improvement on the system could be made. Where, as I have already stated, the contracts are given to the lowest tenderer, other things being equal, irrespective of politics, I do not see any object of consequence to be gained by relegating the patronage as regards employment of Dominion land surveyors to any tribunal outside of the Department.

*By Mr. Barbeau :*

1564. Will you please indicate the various sources of revenue received through your Department?—1st. From sales of Dominion lands, and fees for homesteads and pre-emptions. 2nd. From dues for timber cut on Dominion lands. 3rd. Proceeds of sales and leases of Ordnance and Admiralty lands; in addition to which may be mentioned, office fees collected for the furnishing of copies of plans, field notes and other records of the Department.

1565. In what manner are these revenues controlled?—The revenues from land sales and office fees in the Outside Service are returned each month, and each return of entries must be accompanied by a bank manager's certificate corresponding with the return, showing the amount deposited with the bank to the credit of the Receiver-General. In the case of Ordnance and Admiralty lands, collections of sale moneys or rents specially made by officers sent from headquarters, or by local agents where such exist, are required to be promptly returned and the moneys deposited as above. Collections of timber dues from Dominion lands are returned monthly, as above.

1566. How do you deal with those who are in arrears of their payments?—The only arrears are in connection with sales or leases of Ordnance or Admiralty lands. Many of these lands consist of small lots in cities, purchased or leased by mechanics or working people who, in consequence of the hard times which have prevailed till quite lately for years back, have been unable to keep up their payments. So far they have not been pressed. The intention, however, now is to collect all arrears possible; and I may add that many cases have been already placed in the hands of a solicitor.

1567. Do you not think many of these arrears, now lost, could have been collected if more stringent means had been adopted for their collection?—I do not know, as a matter of fact, that many of these arrears have been lost. There have been, probably, some few cases in which the Government may prove to be the loser for want of enforcing prompt collections.

*By Mr. White :*

1568. Have you any work in your Department which could be done by a class of men of a lower grade than permanent clerks?—We have not sufficient work of that kind to make it desirable to introduce such a class.

1569. Have you formed any opinion as to the advisability of employing women as clerks in the Civil Service?—I have not.

*By the Chairman :*

1570. Do you think the employment of extra clerks desirable?—I do not.

*By Mr. Barbeau :*

1571. Do you think a class of clerks at so much per diem, to be employed under pressure of business, would tend to diminish the number of permanent employes, and to lead to economy without interfering with efficiency?—No; I do not think so.

1572. Have you any extra work or night work in your Department; and are clerks paid for this service?—We have had extra work of different kinds, some of which, being a specialty such as draughting, was done after hours, for which draughtsmen clerks were paid extra by the piece. Other extra work is obtained and paid for outside of the Department. No extra work after hours is at present being done in the Department.

*By Mr. Tilton :*

1573. How are these clerks paid for this extra work, and to what appropriation is it charged?—These cases have been very rare, and they have been paid on accounts furnished from contingencies of the particular branch in which the work has been performed.

*By Mr. Brunel :*

1574. Do you think the employment of the permanent clerks, who are well acquainted with it, on such extra work during a pressure, is more economical than the employment of strangers who are unacquainted with it?—I think it would be not only more economical but more just.

*By Mr. White :*

1575. Have you any temporary clerks in your Department. At what rate are they paid and how?—I have some temporary clerks. They are paid by the day from contingencies. The rate is from \$1.50 to \$2.00 per day; the latter pay being for draughtsmen or clerks doing special work.

*By Mr. Tilton :*

1576. Are such extra clerks paid for Sundays and legal holidays?—Yes.

*By Mr. Brunel :*

1577. Have you sometimes had extra clerks in excess of the number necessary for the service of your Department?—None.

*By Mr. Barbeau :*

1578. What is the longest term of service of your temporary clerks?—We have never had any appointed for a longer period than six months; but the same appointment has occasionally been renewed from time to time, especially in the case of draughtsmen, resulting in the person remaining in the Department for some three or four of such terms.

1579. Does it not occur, frequently, that extra clerks are kept longer than is necessary, and that they gradually become placed on the permanent staff, and thus unnecessarily overcrowd the Department?—I will not say they are kept longer than is necessary; but such employés, by this means, get a foothold in the Department which enables them to get permanently appointed, to the exclusion of persons who, perhaps, would make more valuable servants.

1580. Have you any duties in your Department requiring knowledge of a technical or special character?—Each of the officers in the Dominion Lands Branch, from the Surveyor-General, through the officer whose duty it is to examine and verify the maps and returns of surveyors, to the several draughtsmen and the clerks whose special duty it is to prepare descriptions for letters patent, must necessarily possess the amount of technical knowledge that will enable them to discharge their several duties properly.

*By Mr. Brunel :*

1581. Would it be possible to apply the test of examination, with advantage, in the selection of such officers or any of them?—It would, I think, to some of them; but perhaps not to the officer occupying the position of Surveyor-General.

*By the Chairman :*

1582. Do you think that for work or duties of a special or superior character, there should be a scale of duty pay in addition to general service scale, to be awarded to the most competent, without regard to seniority?—I think it would be a great encouragement to the Service generally, and would tend to increase efficiency if some additional pay could be given for special work performed in addition to ordinary duties.

*By Mr. Barbeau :*

1583. Is the general discipline in your Department satisfactory?—Yes.

1584. Are the hours of attendance regularly observed by your officers?—Fairly so; but not as they ought to be.

1585. Do you keep an attendance book, and do all your officers sign it?—Yes, all but the Surveyor-General and the Comptroller of the Mounted Police.

1586. Do any of your clerks show a tendency to be absent from duty oftener than others, and without sufficient cause?—There are some who are not as regular in their attendance as others; but it is quite the exception for a clerk to be absent without sufficient cause.

1587. How are you informed of the manner in which your officers accomplish their duty?—By personal knowledge.

1588. What means have you of enforcing discipline, and is there any penalty attached for any breach of it?—We keep a departmental order-book, the orders in which are mainly with a view to discipline; which orders are shown to all officers and clerks, and are then entered in branch order-books. There have been, so far as I know, no breaches of discipline involving any penalty. In case of a breach of discipline a man would be remonstrated with; and if he persisted in the offence he would be recommended for dismissal.

1589. Are any your officers engaged in business outside their departmental duties, and for which they receive payment?—Not that I know of.

*By the Chairman:*

1590. Do you keep a conduct book in which a record is kept of the good conduct or otherwise of the men on your staff?—No.

1591. Do you think that a methodical account of each employé's character and efficiency, which should be considered when his promotion or increase of salary is under consideration, would have a beneficial effect?—I think the opinion expressed by the officer in charge of the particular branch in which that man is employed, and of the Deputy Minister, who is supposed to know the value of the relative services of the clerks in his Department, respecting the character and efficiency of a clerk, ought to be sufficient.

*By Mr. Brunel:*

1592. Would not such an expression of opinion be more weighty if supported by a reference of recorded facts?—It may be so; but I would rather not keep such a book myself in my Department.

*By Mr. Barbeau:*

1593. Is the system of keeping the accounts in your Department left to yourself; and are they ever inspected by the Auditor?—The system of keeping the Ordnance and Admiralty Lands accounts was adopted by the late Col. Coffin, and the same is continued. That for Dominion Lands was inaugurated by myself on advising with Mr. Langton, then Dominion Auditor. That of the Mounted Police was, I believe, inaugurated also under Mr. Langton's advice, by Mr. White, the Comptroller. The accounts of the Geological Survey are kept, as directed, by Professor Selwyn. I am not aware that any particular inspection of the books in any one of the branches is ever made by the Auditor. I have reason, however, to know that the Auditor has expressed satisfaction at the manner in which the above several accounts are kept.

1594. Are the accounts of your outside agents ever inspected; and if so, how often?—The only inspection is made by the Surveyor-General at irregular periods when visiting the different agencies. The only accounts, however, at these offices are cash accounts, and a constant check is had weekly or monthly, as the case may be, of the returns of the transactions of the office.

1595. Do these officers give security, and has the Department ever lost anything through them?—All officers in charge of money—collecting agencies, have to give security; and no money has ever been lost through defaulting agents in the Department.

*By Mr. Tilton:*

1596. How is your Department furnished with funds for its expenditure?—A requisition is made on the Auditor-General for a credit, by the Deputy Head on the

report of the Head of the branch in which the money is to be spent, to meet specific expenditure. The credit is accordingly placed and is drawn against by cheque of that particular branch, signed by the Deputy Minister, countersigned by the Head of the branch. An exception is made to the above in the case of the Geological Survey, the cheque of the Director against the credit obtained in manner above being sufficient to draw the money.

*By Mr. Barbeau :*

1597. You have three prices for surveys of lands in the North-West. What means have you of checking the accounts of surveyors, so that they are paid the exact number of miles, and the price only to which they are entitled?—We have the sworn classification of the surveyor, whose evidence must be borne out by the field notes and topography, as shewn on his map. Added to the above, is the report of the inspector appointed to examine such man's work on the ground.

1598. Has the Department ever been deceived by those sworn statements?—Not as to classification of work. It has, however, as regards the character of work.

1599. What check do you exercise over the expenditure of your Department?—All money expenditure must be approved by the Minister.

1600. How are travelling expenses generally dealt with and regulated in your Department, especially as applicable to surveyors?—From headquarters the travelling expenses are regulated and paid according to Order in Council. With regard to surveyors, those employed by the day receive, in addition to their daily pay, their travelling expenses, where the same shall have been authorized, such travelling expenses being the actual sums expended for travelling, on accounts sent in in detail and sworn to.

The Commission adjourned at 6 p.m.

FRIDAY, 15th October, 1880.

Colonel DENNIS' examination continued:—

*By Mr. Barbeau :*

1601. Referring to question 1505, has it ever happened that a clerk has been appointed and kept notwithstanding his unfitness?—No.

*By the Chairman :*

1602. What permanent outside agents have you and what is the nature of their duties?—We have at Winnipeg an Inspector of Surveys, who also acts as Agent of Dominion lands. We have also there an agent whose duty it is to collect dues on all timber or lumber cut on Dominion lands. We have further, at different points in the territories, local land agents, as follows:—One at Nelsonville, Pembina Mountain; one at Turtle Mountain; one at the confluence of the Souris and the Assiniboine; one at Gladstone; one at Little Saskatchewan, and one at Birtle, on the Bird Tail Creek. These men are severally appointed by Order in Council, and are paid from the annual appropriation made by Parliament. They are permanent officers, and I take it for granted they belong to the Civil Service; but they do not pay superannuation fees.

*By Mr. Brunel :*

1603. As your Department has been established since the organization of 1869 for the then existing Departments was adopted, will you be good enough to state how your Department is organized, and whether you can offer any suggestion for its improvement?—I have given, in detail, the different branches composing the Department of the Interior, in reply to a previous question. I will add that the work in the principal branch, that of the Dominion lands, has assumed such a character and importance that it would be in the public interest to erect it into an independent Department. Such a step would be merely anticipating by a very short period what will have to be done.

1604. It is a specified duty of this Commission to consider the theoretical organization of the Departments; it is desirable, therefore, that we should have information in relation thereto in some detail. Will you be good enough to elaborate your answer to my previous question?—I may say that the departmental office proper is entirely separate from any of the branches. In it the registrar, a first-class clerk, with his assistant, a junior second, receives and opens all letters. These are consecutively numbered and stamped, and the date, subject and name entered on the general register. The communications are then divided and sent to the different branches. Those relating to Government of the North-West Territories or to that of Keewatin or to the Geological Survey, are transferred to the Deputy Minister. Each communication to the several branches is, on receipt in the branch, stamped, backed and carried into a branch register. If simply routine matter it is dealt with by the head of the branch; but if the subject is one involving public policy, the head of the branch is required to endorse his remarks thereon, and the matter is then disposed of by the Deputy Minister, or, if a case of importance, by the Minister. The head of each branch has shorthand writers to enable him to keep up the correspondence of his office. The correspondence clerks, including those of the departmental office, number six first-class clerks, and five junior second class. There are altogether eight shorthand writers in the Department, one the head of a branch; four of the first-class, one senior second, and two of the junior seconds.

1605. So far your answer relates entirely to correspondence. Can you extend it in relation to the other duties of your Department as regards the organization?—I will send a reply in writing. (*The following is the reply:*)

The sub-branches following embrace the organization of the several branches of the Department at head-quarters:—

1. *Dominion Lands Branch.*

(a) Correspondence Office, in which is conducted directly by the Surveyor-General all correspondence relating to his branch.

(b) Registration Office, in which letters and papers covering all subjects dealt with in the branch are received, recorded, and brought to the notice of the Surveyor-General, who then distributes to the several sub-branches for action.

(c) Surveys Office, from which instructions are sent to all Surveyors employed by the Department, and in which are received, examined, verified and finally placed on record, all maps, plans and field notes of surveys of the public lands.

(d) Office of the Chief Draughtsman, whose time is occupied in the compilation of the maps of the Dominion, and especially of the Province of Manitoba and the North-West Territories, for general information and distribution.

(e) Ordinary Draughting Office, devoted to the copying of township and other maps and plans, which business has assumed very large proportions. On the officer in charge devolves also the duty of distributing for general information all maps, pamphlets and other matter respecting Dominion lands.

(f) Accountant's Office, in which the accounts in detail of all moneys appropriated by Parliament to carry on the business of the branch, as also the accounts relating to Ordnance and Admiralty Lands, are kept.

(g) Office for the reception and dealing with all returns of homesteads, pre-emptions and sales of Dominion lands, from the different agencies in the Province of Manitoba and the North-West Territories.

(h) Office for the investigation and disposal of claims under the Manitoba Act arising out of possession on the 15th July, 1870, the period of the transfer of the Province of Manitoba and the North-West Territories to Canada.

(i) Office for the management of the Crown Timber on Dominion lands, and the collection of dues on account thereof.

(j) Office for the investigation of claims to, and allotments of, the 1,400,000 acres of land appropriated by law for the children of half-breeds in Manitoba.

(k) Ordnance and Admiralty Lands Office. The sub-branch is divided as follows:—

(1) Correspondence.

(2) Accounts.

(3) Records of surveys and preparation of descriptions of lands for patent or lease.

2. *Mounted Police Branch.*

This branch is divided as follows:—

(a) Correspondence Office, in which the routine is similar to that of the Dominion Lands Branch.

(b) Stores Office, in which all business is transacted relating to the purchase and distribution of clothing, stores and supplies of all kinds for the Force, and the transport thereof to the different posts in the Territories.

(c) Accountant's Office, covering all details connected with the pay of the Force and the spending of moneys appropriated by Parliament for clothing and supplies.

3. *School Lands Branch.*—By the provisions of the Dominion Lands Act, one-twentieth of all the lands in Manitoba and the North-West Territories is dedicated to public education. The law directs that these lands are to be sold by public auction from time to time; the proceeds invested in Government bonds; and the interest, over and above the cost of management, handed over to the respective Provincial Governments entitled thereto for the benefit of public schools. The business of this endowment is managed in the School Lands Branch.

1606. You have heard from the Chairman the scope of the enquiry for which this Commission has been appointed. Can you offer any suggestions in relation thereto which have not as yet been elicited during your examination?—I think not.

*By the Chairman:*

1607. Have you any knowledge of the Superannuation Act?—I know there is such an Act, under which deductions are made from the monthly pay of civil servants, to create a fund for the purpose of providing an income for officials who have, from age or other reasons, become unable to discharge their duties, and are placed upon a superannuation list by the Government. I have had no practical experience of the working of the Act, but am led to believe that as it stands it is calculated to operate unjustly, because in the case of a man dying in the Service, although he may have been contributing for many years to the Superannuation Fund, his wife and children get no benefit from it.

1607 (a). Are you of opinion that it would be advisable to amend the Superannuation Act so as to provide limited annuities for the widows and children of deceased civil servants?—Yes.

*By Mr. Tilton:*

1607 (b). You have stated that you think it would be expedient to extend the system of annuities to the wives and children of deceased civil servants—do you entertain similar views as to the propriety of a system of life insurance being instituted in the Service in connection with the Superannuation Act, under which each civil servant's life should be covered by a limited insurance?—I think that some system, either of annuity to the widow and children, or of life insurance, as might be thought best, in the case of a civil servant dying actually in harness, should be available for the benefit of his family; for, as I have already stated, under the present system the family of a man dying in the Service gets no benefit whatever from the moneys which he may have been contributing to the Superannuation Fund even for a long term of years.

*By the Chairman:*

1607 (c). Would you be prepared on consideration to furnish the Commission with suggestions for a theoretical organization for the working of your Department?—I do not know that at present I can suggest any better organization of my Department than that which now exists.



Mr. L. VANKOUGHNET, Deputy of the Superintendent-General of Indian Affairs, examined :—

*By the Chairman :*

1608. What is your position, and how long have you been in the Service as Deputy Minister of Indian Affairs?—The Department has been established since May, 1880. I shall have been in the Department twenty years in February next.

1609. Please state the different branches of your Department?—We have no regularly constituted branches, but there are several officers whose duties are distinct from each other.

1610. Will you please state what they are?—The accountant, the land-sales branch, the correspondence branch, the record branch, the statistical, school and supply branch.

1611. Is there any examined for admission or promotion in your Department?—None.

1612. What is your opinion of the prevailing method of making first appointments to the Service?—There is no method that one could call a prevailing method; sometimes men are examined and sometimes they are admitted without examination. I think if an examination were made of all candidates for admission and made a *sine qua non*, it would be a great benefit to the Service.

1613. Are not appointments to the Service usually made through political influence?—In the majority of cases, I think so.

*By Mr. Barbeau :*

1614. Is it to your knowledge that employés have been appointed and kept in the Public Service, notwithstanding their proving unfit, from educational acquirements, to fulfil the duties of their office?—No; I cannot say that it is.

*By the Chairman :*

1615. Is there any probation exacted in your department?—At the head office there has been no probation; but in the Outside Service probation has occasionally been insisted on in cases where any doubt exists as to the fitness of an appointee.

1616. What is your opinion of exacting probation from clerks?—I think it would probably be attended with satisfactory results.

1617. Has it ever happened that when found unfit they were discharged or not confirmed in their appointment?—Yes; there have been such instances.

1618. You have said, in answer to a previous question, that appointments are made through political influence. What is your opinion of the effect on the Service?—I think in many cases it has proved detrimental to the Service, as the results have shown.

1619. Do you believe that competitive examination before entrance and a period of probation before appointment, would secure the best men for the Service?—Yes, I do.

1620. Have any of what may be called the prize appointments, in your Department, been given to outsiders or to men who were comparatively new to the Service?—In the Outside Service there have been such cases, but not in the Inside.

1621. How do such appointments effect the efficiency of the Service?—In many instances the efficiency of the Service has not been affected, but in some cases it has. Such appointments could not but prove injurious to those in the Service subordinate to the person so appointed, especially if the example was morally bad, or if the business of the office was loosely conducted.

1622. Are you aware of any office in which the business is loosely conducted?—Yes; there are two of the offices in connection with Indian agencies in which the business has been rather loosely conducted; but measures are at present in progress for removing the causes of complaint.

*By Mr. Taché :*

1623. Was this deficiency on the part of officers concerned due to a want of education, or to other causes?—I am not aware that it is owing to any defect in educational attainments. I should judge from the correspondence, and from what I have heard, that the men were not educationally incapacitated.

*By Mr. Brunel :*

1624. You are of the opinion that a system of examination of candidates for first appointments to the Service would be beneficial. As to what subjects would you desire the examination to be held for admission to your Department?—I do not know that anything beyond an ordinary business education would be required. It is desirable, also, when a man is appointed to some special duty, that he should possess educational qualifications for the duty he is appointed to perform.

1625. Do you consider a knowledge of the French language a desirable qualification in clerks in your Department?—Yes, in some instances; but it is not necessary that every clerk in the Inside Service should have a knowledge of French.

1626. As a rule, all others things being equal, would you not consider a clerk who possessed a knowledge of both French and English a more valuable public servant than one acquainted with only one language?—It would depend so far as I can say at present, on the duties he is called upon to fulfil.

1627. Could the possession of qualifications for the special duties you have referred to, be fairly tested by properly conducted examinations?—I should judge so.

1628. If a clerk, at any time after his appointment, turned out to be idle, and failed to perform the duties assigned to him in a satisfactory manner, would you have any difficulty in obtaining his removal from the Service?—I should consider it my duty to recommend the removal of such a man. If I showed good cause I should say he would be removed.

*By the Chairman :*

1629. If promotion in the Service was made to depend on merit, and the prizes or higher offices awarded to those already in the Service, what, in your opinion, would be the effect in the Service?—The effect would doubtless be highly beneficial.

*Mr. Mr. Barbeau :*

1630. Are your superintendents and agents visited at times, and the manner of accomplishing their duties enquired into?—In the Province of Manitoba, in Keewatin and the North-West Territories, we have a regular system of inspection of agencies. In British Columbia such a system is about being inaugurated. In the older Provinces there is no such system; but, in my opinion, it is highly desirable there should be such inspection.

1631. What means do you take to see that the Indians really get the moneys intended for them periodically?—Pay-lists are required from each superintendent, containing the names of the recipients of the moneys and the accounts paid to each. These pay-lists are certified by the superintendent or agent, and by some responsible local witness who is called upon to be present at the payments. When the chiefs can write their own names, they are also required to certify to the correctness of the pay-sheet.

1632. The Indians sometimes speak another language besides their own. Do you see that your agents having dealings with them speak that with which the Indians are acquainted?—In the Province of Quebec the agents are French-speaking men; in Ontario they are English-speaking; in the other Provinces they are not appointed with reference to the language that the Indians speak. Where the Indians do not speak any other language than their own, the agent employs an interpreter.

*By Mr. White :*

1633. What is the total number of Indians under your charge?—The number in the whole Dominion is 103,367.

*By the Chairman :*

1634. What is your opinion as to the employment of extra clerks?—Where the work is such as to require, continually, assistance above the ordinary staff, the employment of extra clerks should, I think, be dispensed with; but where only temporary aid is required I think it is necessary to employ extra hands.

1635. Are the salaries paid to the employés in your Department fairly proportioned to their duties?—No; I do not think they are. I am not aware of any man in my Department being paid more than his services are worth, and I know that some are not paid sufficiently.

1636. What is the practice in respect to increases of salary?—Such increases are governed by the Civil Service Act; but a certificate from a superior officer and the approval of the Minister are required. I have no cases in my Department in which the increment has been withheld.

*By Mr. Brunel :*

1637. Is the business of your Department likely to increase or diminish in cost or importance?—The business of the Department must increase both as to cost and importance, for some years to come.

1638. Then, are you of the opinion that the Indians will become more difficult to manage, and that, therefore, a greater expenditure of money will become necessary?—I am not of opinion that they will become more difficult to manage; but owing to the failure of the means of subsistence of the Indians, the expense must be increased by the Government continually coming to their assistance.

1639. Will you be good enough to state whether the organization of your Department is such as to meet the present requirements of the Service?—In some respects it might be improved.

1640. Will you be good enough to inform the Commission in what respect you consider improvements might be made?—I think the system of inspection should be established in the older Provinces, the inspector being stationed at head-quarters. Also, it would be desirable to constitute three branches in the Department: the Accountant's; the Land Sales and Reserves; and the Statistical, Supply and School Branch.

The Commission adjourned at 6 p.m.

SATURDAY, 16th Oct., 1880.

Colonel DENNIS' examination continued:—

*By the Chairman :*

1641. Have you any knowledge of the present superannuation system?—I have not given it any special consideration. I think, however, that it is most objectionable in one particular that forces itself on the attention of every officer whose pay is taxed, and which consists in this: that a man may die in the Service after very many years superannuation deductions, and his widow and children get no benefit whatever from his contributions to the fund.

1642. You think this calls for some remedy. Would it, in your opinion, be advisable to amend this Act so as to provide limited annuities for widows and children of persons dying in the Service?—I do.

1643. Has the present system been productive of efficiency and economy, or the reverse, in your Department?—I think generally the present Superannuation Act is better than none, but it is susceptible of great improvement.

1644. Could you kindly furnish this Commission with some suggestions for its improvement?—This subject has never been studied by me, but I will gather some data respecting the operation of benevolent societies, and inclose them to the Secretary of the Commission.

*By Mr. Brunel :*

1645. Can you have prepared for the information of the Commission a statement showing the effect of the superannuation law as heretofore administered, or the cost of carrying on your Department?—It would be difficult, if not impossible, to prepare such a statement, for the reason that the relations of salaries and superannuations paid are constantly becoming more disproportionate in consequence of the extension of business and the additional clerks from time to time appointed in the several branches.

*By Mr. Tilton :*

1646. The Commission having ascertained that the salaries of the Deputy Heads of several of the Departments are augmented by special allowances, will you be good enough to state whether, in your opinion, the pay of all such officers should be

uniform, or that the Departments should be graded according to the importance of their respective duties, and the *whole* salaries of the Deputy Heads fixed by Statute, keeping in view such grading?—I think, as a principle, the pay of Deputy Heads should be regulated according to the character and extent of their duties and the importance of the Department in the public interest. I doubt whether such grading could be justly arrived at by legislation, as some Departments expand more rapidly than others. I would here beg to be allowed to observe that in no case of the pay of a Deputy Head, even with allowances, do I think justice is done in regard to salary. It will be admitted that in every Department of the Government the services of the Deputy Head must be exceptionally valuable to the public, and, as a matter of fact, these gentlemen are giving their lives to the public at salaries which, I think I am correct in saying, are less than half of what such services ought to command in practical business life outside.

*By Mr. Taché :*

1647. According to this idea of grading the Departments, would you establish grades on the number of under-employés attached to each Department, or on the character of the labour therein to be performed?—I should take both these as factors in arriving at the grading.

1648. Then, to the conventional equality of functions and to the assumed equality of persons in trust of such functions, you would recommend a stated inequality of office and a prescribed difference of station and of salary between the persons appointed as administrative assistants to the Ministers of the Crown?—My idea of grading related to money payment for services performed according to their value to the public, and was, and is, not intended in the slightest degree to disturb the equality as to rank of Deputy Heads, no more than the fact of certain present Deputy Heads receiving special allowances for services rendered connected with their respective Departments disturbs the equality at present existing among the Deputy Heads generally.

1649. Do you approve of the practice of supplementing the salaries of Deputy Heads by allowances?—Considering the present fixed rate of pay of Deputy Ministers, which, as I have already stated, I consider altogether inadequate, I am of opinion that when the Minister can supplement the pay of the Deputy by giving him an increase of duty which, although appurtenant to his Department, yet may fairly be considered outside of his regular duties as deputy, it would be only a matter of justice that such allowance should be given.

*By the Chairman :*

1650. Referring to what you stated in respect of the value of similar services in the outside world to those performed by Deputy Heads, have you considered the fact that in the Public Service they have a sure position for their lives, whereas in the outside world there is no such certainty?—I have. I take my own case in illustration. Out of my limited pay I endeavor to provide by life insurance for my family at my death. I claim that my services, if fairly paid in a business house or in a bank, would bring me very much more than I now receive, so much more that I could treble my life insurance and still have a net income much higher than I have now.

*By Mr. Taché :*

1651. If the supplementing of the salary, being permanent of its nature, was for such subjects or matters appertaining to such Departments, then would you consider it as desirable?—I think the ordinary fixed pay of the Deputy Head should only be supplemented by additional allowance in consideration of his performing additional services of an exceptional character to those ordinarily appertaining to his office as Deputy Head.

1652. Taking for granted that you admit as a fact permanent of its nature, that there are and will always be between Deputy Heads differences in learning, aptitudes and capacities, would you carry the grading of Deputy Heads to harmonize with the grading of Departments; in other words, would you advocate a system of promotion amongst Deputy Heads?—No; I am of opinion that no man's services as Deputy Head can be of the same value to the public in any other Department than the one in

which he has been trained, and of all the details of which he has become thoroughly master.

1653. Then, how do you reconcile all this with the tenor of your evidence which asserts that the labor should be apportioned, and the prizes of the Service given in accord with the personal value and individual merits of officers?—I do not see that it conflicts.

1654. If a Department were subdivided, would you then alter its grading and the amount of salary paid to the Deputy?—Certainly.

1655. What would you consider the highest, in a Deputy Head, of the qualifications of the administrative kind, and general learning and aptitude, or of the particularized kind of a specialist?—It might be that the public would be better served in one Department by a man possessing special scientific qualifications in addition to good administrative ability, than if he possessed only the ability to administer his Department well.

MR. VANKOUGHNET'S examination continued:—

*By Mr. Barbeau :*

1656. I see by a return furnished by your Department, that seven of your Outside Service employés are men aged from 54 to 69 years. Are you personally acquainted with them, and are they still capable of rendering good service?—I am acquainted with most of them, and believe they are all competent officers.

1657. Some of those are in the receipt of commissions on collections for account of timber licenses. Do you approve of this system?—No; I think it would be better to give them an amount equal to the average of their receipts hitherto, as a fixed salary.

1658. What is the practice in your Department as regards travelling expenses?—In the case of some officers there is an annual allowance; in other cases the actual expenses incurred are paid.

*By Mr. White :*

1659. Do you not think the system should be uniform?—Yes; I think the best system is to pay actual expenses.

1660. Have you any duties in your Department requiring knowledge of a technical character?—No.

1661. Do you keep an attendance book, and are the hours of attendance regularly observed by your employés?—Yes; there is such a book, and the hours are regularly kept. The book is signed by every officer, except the Deputy. The hours are from 9.30 a.m. to 4 p.m.

1662. Have you any rules as regards leave of absence, what period is granted to each employé?—The provisions of the Civil Service Act are the guide as to leave of absence; the leave is limited to three weeks.

*By Mr. Tilton :*

1663. Please state the mode by which the Indian Department obtains the funds for its current expenditure, and how such funds are disbursed?—The credit necessary for the purposes of the Department is opened at the bank, and is checked out as required. The cheques are signed by myself and countersigned by the accountant.

*By Mr. Barbeau :*

1664. In what manner is expenditure controlled in your Department of the moneys voted by Parliament?—We require vouchers containing full details, comprising the amount asked for, and the voucher has to be certified by the officer by whom it is transmitted to the Department.

1665. How are moneys supplied to the various outside branches of your Department, and what check have you over them?—In the Provinces of Ontario and Quebec the accounts incurred by the superintendents or agents have to be forwarded to the Department for payment. In the Provinces of Nova Scotia, New Brunswick and Prince Edward Island there are amounts sent in spring and fall to superintendents

and agents for the relief of the Indians in their districts. They disburse the money sent them in the spring in the purchase of seed to enable the Indians to plant their crops and in otherwise assisting them in agricultural pursuits. The money sent in the fall is used in furnishing necessaries for the most aged and infirm Indians. The expenditure for both seasons has to be accounted for minutely by the superintendents or agents to whom it has been entrusted. In the more remote Provinces and districts the system of establishing credits in favor of the officers has till lately been followed. Recently a change has been inaugurated in that respect, and these officers have been instructed to forward all accounts incurred by them on behalf of the Indians to the Department for payment by cheque.

1666. Are your books ever inspected by the Audit Department, and are changes in the manner of keeping them sometimes suggested?—No.

1667. Will you please indicate the sources of revenues received in your Department?—The revenues are derived from the sale of lands, timber, and stone on the surrendered portion of the Indian lands. All moneys collected are held as funds in trust for the Indians.

*By the Chairman :*

1668. Have you any men either in the Inside or Outside Service of your Department that you would recommend to be placed on the superannuation list, or whose services, with benefit to the Department might be dispensed with?—There is no officer connected with the Department whose duties are not discharged with sufficient ability to justify the Department in placing him on the superannuation list. The two agents previously referred to might be dispensed with, with advantage to the Service.

1669. Is the arrangement of the offices in your Department a convenient one?—No; it is exceedingly inconvenient. The rooms are too small. And another objection is the place they are situated. They are in an upper story, and there is a great deal of woodwork used in the construction of these rooms, in which the records of the Department are stored, and it is a great risk to have them so placed. They are also inconveniently situated for myself. I am in another portion of the building and time is lost in communicating with the officers of the Department.

This concluded Mr. Vankoughnet's evidence.

#### INLAND REVENUE DEPARTMENT.

MONDAY, 18th October, 1880.

Mr. PAUL M. ROBINS, Chief Clerk and Accountant of the Inland Revenue Department, examined :—

*By Mr. Barbeau, Acting Chairman :*

1670. How long have you been in the Service?—I was twelve years in the Service last January. I was four years in the Excise office at Toronto, and since that have been Accountant at Ottawa.

1671. How are first appointments made in your Department?—In the Inside Service the appointments are made by Order in Council, on the recommendation of the Minister. In the Outside Service, so far as the Excise is concerned, for the past few years, the appointments have been made solely by the Minister, probationarily, conditioned on the appointees passing an examination when called on to do so. In the Weights and Measures Service, the appointments are made by Order in Council, also conditioned in like manner as to examination. On the appointees passing their examinations in the Excise Service, they are confirmed in their appointments by Order in Council. In the minor services, such as lands, slides and booms, culling timber, &c., the appointments are made by Order in Council. The cullers have to be examined by a Board, but I am not certain what body prepares the examinations. These are not directed by the officers of our Department.

1672. What sort of an examination do you allude to, and is it always insisted upon?—I have not known of any examinations in the Inside Service since I have been resident at Ottawa. In the Outside Service of Excise, the subjects consist of book-keeping (double entry), arithmetic, mensuration, measurement of commodities in bulk, distilling, malting, the manufacture of tobacco, testing of petroleum and vinegar, and the Excise laws and the departmental regulations founded upon the laws. The examinations have been held periodically. A good many were appointed by Order in Council before the plan of appointing probationarily, on the order of the Minister, was ordered. These men still remain on the staff, whether they have passed or not. Three men were paid off with a gratuity who had failed to pass. None are confirmed who have not passed their examination. When men were appointed by Order in Council formerly, the appointment was also conditioned on the passing of the examination. My own appointment was so conditioned, and I passed the examination when I was first appointed in the Outside Service, some fifteen months after my appointment.

1673. Was the condition mentioned in the Order in Council always carried out?—No.

1674. Do you find that this examination has for effect the securing of a better class of employés?—Yes.

*By Mr. Taché :*

1675. Is the knowledge of the subjects, mentioned in your answer as constituting the examination, acquired in the employment of the Department, while undergoing their time of probation?—Of course, some of these things may be known before, but appointees are allowed several months in which to prepare themselves. And some of the subjects mentioned they would have no opportunity of knowing before they came into the Service. If at any time a man wishes to improve his standing he is allowed to enter himself at any examination for that purpose. These examinations are, as a rule, held yearly, if there are enough appointed on probation, or who wish to improve their status, to warrant the holding of the examination. If a man has been less than six months in the Service he is considered at liberty to decline an examination held within that period.

*By Mr. Barbeau :*

1676. Will you be good enough to furnish the Commission with copies of the regulations for examinations and schedule of subjects?—I will do so.

1677. Is it to your knowledge that the Civil Service Act of 1868 has been applied when Inside appointments were made in your Department?—Not so far as the examinations are concerned.

1678. Does it happen that clerks once appointed, prove to be unfit for their duties?—Yes; I think it happens so in the Inside Service sometimes. In the Outside Service it would not occur if the condition of appointment were strictly adhered to.

1679. Are they kept on, or dismissed?—I have not known of any dismissal in the Inside Service because of unfitness. In regard to the Outside Service I have already replied in my answer to a previous question.

1680. Is it difficult to remove an officer, however idle or inefficient he may be, provided he do not misconduct himself?—I have never been in a position to know how difficult that might be. Of course, if appointments are made through political pressure, the same influence would prevail to keep the appointees in their positions.

1681. Are there any such, to your knowledge, in your Department whose services should be dispensed with?—I do not think we have any men who cannot be made useful. I think the men are efficient.

1682. What, in your opinion, would be the best means of making first appointments that would ensure the fitness of clerks, and form an element from which promotions could be made?—I should think that competitive examinations with probationary appointments would form the best means.

*By Mr. Tilton :*

1683. Do you not think a pass examination, the standard of such being fixed sufficiently high, would answer the same purpose as the competitive examination?—

I do not think you would be so likely to get the best men. In any examination a standard should be fixed, but over that standard I would give the position to the man who passed the highest examination.

*By Mr. Barbeau :*

1684. What sort of a tribunal before which examinations should be held would you prefer; one composed of persons connected with the Civil Service, or one entirely independent and free from political influence?—I prefer the latter.

1685. Has it happened in your Department that persons taken from the outside world have been placed in positions over the heads of officers who could very well have filled the place?—Yes; I think it has.

1686. What effect does this create in the Service?—It creates a general dissatisfaction in the Department.

1687. Do you consider that if first appointments were made on some system independent of political influence, with promotion dependent on good service and efficiency only, it would tend to encourage and foster merit, by inciting public servants to look forward to promotion for merit and to expect the highest prizes in the Service, if they qualify for them?—Decidedly I do.

1688. Are you aware of any difficulty having been experienced in finding men in the lower grades to fill the higher positions either in the Inside or Outside Services?—I have not known of any difficulty yet.

1689. Is the Deputy Head of your Department ever consulted when appointments or promotions are made, and is it to your knowledge that his advice has been followed?—In regard to the first part, I think he is often consulted. I cannot say anything with regard to his advice being taken.

1690. Do you not think that promotions should, in a great measure, be made on the recommendation of the Deputy Head of a Department?—Yes; I do.

1691. Do you think that with a better class of men, the work could be done with a lesser number?—Yes; I think it could.

*By Mr. White :*

1692. Do you not think that a man who has been appointed to the Service by political influence will be apt to look rather to that influence than to his own merits for promotion?—Yes; I do.

*By Mr. Barbeau :*

1693. Have you any suggestions to offer on the subject of appointments or promotions?—I think it is just as important that there should be examinations for promotions as well as for original appointment to office, because it would be an incentive to improvement. A man would find that he could not attain to a high position unless he qualified himself; and I think that it would prove to a man that he did not get the office he desired because he had not the necessary qualifications. This would throw the responsibility of failure on himself and not on the Service or the Department, and tend to remove the soreness which is often felt regarding promotions in the Service.

*By Mr. Tilton :*

1694. In holding examinations with a view to promotions, would you limit the competition to the particular Department in which a vacancy happened to exist, or would you open to the whole Civil Service?—I think I would open it to the whole Service.

*By Mr. Barbeau :*

1695. Would you have promotions based on seniority or on merit?—On both. If the next officer in seniority was competent, he should certainly get the place.

*By Mr. White :*

1696. If a system of requiring examination on promotion were established, do you not think such examination should be limited to the duties required in the vacant position?—Yes; I think so. That is the way we proceed in our Excise examination. We have a special examination in the Excise, and the subjects are such as the men could only become acquainted with in the actual performance of their duties.



*By Mr. Barbeau :*

1697. Are you aware of any men, now in the Department in the Inside or Outside Service, who from age, incapacity, idleness or other cause, are unfit for the efficient performance of their duty?—I am not in a position to answer that question as regards the Outside Service. I think there is, in the Inside Service, only one man whose age would be likely to render him incompetent.

1698. Are your outside officers furnished with a code of instructions as to the duties they have to perform?—They are furnished with copies of the law and regulations. The departmental instructions are conveyed by circular, and are not yet codified.

1699. Do you find the staff of your Department efficient, and have you a larger number than is required for the performance of the work?—I have already replied as to efficiency. As to the number I do not think we could reduce it by more than one.

*By Mr. Taehé :*

1700. Is the work of the Department of Inland Revenue generally well performed, both in the Inside and Outside Service?—I have not so full an opportunity, as I could wish, to judge of the Outside Service, but I think the work is well performed. As to the Inside Service I am not always satisfied as to the way in which the work is performed. A lack of diligence on the part of some of the staff is what I complain of.

*By Mr. Barbeau :*

1701. Have any means been taken to correct this, and with what effect?—The only means, I am aware of, is an occasional complaint to the deputy, and his admonition to the officer complained of.

*By Mr. White :*

1702. Have you any established method of ascertaining the manner in which the officers and clerks of your Department do their work?—We have no such established method.

1703. Do you not think such a record would be of advantage in considering questions of increase of salary and promotion?—I do.

*By Mr. Barbeau :*

1704. Have you any of the employés of your Department who are in the receipt of perquisites, commissions or fees, in addition to their salary?—There is nothing of the kind in the Inside Service, with the exception of one man, who has been receiving an amount other than his regular salary, because he has been performing work of a higher class than would properly belong to his position. In the Outside Excise Service, officers, exclusive of the inspectors, are entitled to a share of the proceeds of seizures made by them.

1705. Is this pay of a permanent character and does it appear in the Public Accounts as salary?—It has been paid for some years because it was ordered by the Minister. Steps have been taken to make the extra payment a permanent salary. The extra amount has appeared in the Public Accounts, but not under the head of salaries.

1706. As Accountant you are acquainted with the salaries paid to the several grades of officers in the Outside Service of your Department, and having had experience of the duties of such officers, have you formed any opinion as to whether these salaries are fairly proportioned to the duties and responsibilities assigned to them; if so, please state it?—I have long been of the opinion that many of our higher class excisemen have been under-paid. The highest salary that an exciseman can get under present arrangements is \$1,000 per annum. This is the salary paid to special class excisemen, and the number of that class is limited to twenty by Order in Council. These men, as well as many who are in receipt of lesser salaries, are in charge of establishments paying a large amount of revenue annually.

1707. As the system now exists in your Department, are salaries given by reason of seniority or of merit?—I think sometimes both and sometimes neither. The feeling in the Service at present is that a man is entitled to the annual incre-

ment whether his work deserves it or not; in fact, it is always given, and the general feeling seems to be that a man has a perfect right to class promotion when his legal term of service in any one class has ended.

*By Mr. Tilton :*

1708. Are you of the opinion that the annual increment now granted to members of the Inside Service is more likely to contribute to the efficiency of the Service, than to shorten the term now existing in the different classes, with a view to the prompt promotion of efficient and deserving employés in reaching the maximum of their class?—I would confine the increment (if it were to be allowed at all) to the lower classes of clerks and give it only for good conduct. For the higher classes, the salary should be graded according to the importance of the duties performed. The reason that I would confine the increments to the lower classes of clerks is that when a man has been in the Service a few years his character and efficiency are sufficiently established. The good conduct referred to as entitling a man to the annual increment might be ascertained from a record, which, I think, should be kept by the Head of a branch. He should not give opinions but state facts, and any clerk whose conduct was censured by his chief's remarks should have an immediate opportunity of explanation. These records should go before a Board outside of the Service, and the recommendation of such Board should determine the granting or refusal of the increment.

*By Mr. Barbeau :*

1709. Is there any class of your employés whose pay, in your opinion, is in excess or inadequate for the services they perform?—Not as a class, but I think one or two individuals ought to be better paid. There are none who are overpaid.

1710. Have you, in your Department, any extra clerks, and are you in favor of this class of employés when by their aid you can diminish the number of permanent ones?—We have some extra clerks. I should be in favor of the employment of temporary clerks for special occasions, to be dismissed when the work was done. This might tend to diminish the cost. As it is now an extra clerk is, to all intents and purposes, a permanent clerk, because the appointment is renewed from time to time.

Commission adjourned at 6 p.m.

TUESDAY, 19th October, 1880.

Mr. ROBINS' examination continued : —

*By Mr. Barbeau, Acting Chairman :*

1711. Have you in your Department any officers or employés whose duties are of a technical character. If so, explain what they are and their extent?—Yes; a large number in the Outside Service. The excisemen's duties all partake more or less of that character, and in many instances very much so. The gas inspectors, the weights and measures inspectors, the supervision of distilleries, breweries, malthouses, tobacco factories and bonded manufactories—these duties all require technical knowledge. In the Inside Service we require a man who is capable of testing beer for its alcoholic value, vinegar, petroleum, etc. The clerk who has chief charge of the weights and measures branch in the Department, should possess in a great measure the same technical knowledge as is required for the efficient inspection of weights and measures outside. It seems to me very necessary that the Deputy Head should have a very extensive knowledge of all these things.

*By Mr. White :*

1712. How are appointments to positions requiring technical knowledge made?—They have been made hitherto in the same way as others.

1713. Cannot technical knowledge be ascertained by suitable examination carried on with that end in view by competent persons?—I should think so.

*By Mr. Brunel :*

1714. Do the officers who are charged with the performance of technical duties, also perform duties such as are required of ordinary clerks, and must they also possess the qualifications for such clerical duties?—Yes.

*By Mr. White :*

1715. Do you not think that persons appointed to positions requiring technical knowledge should in all cases be subject to special examination?—I think it better that they should.

*By Mr. Barbeau :*

1716. Do you keep an attendance book in your Department; and is it signed by all your employés?—Yes; we keep such a book, and it is signed by all, except one clerk.

1717. Are your employés regular in their attendance, and what means have you of enforcing discipline?—The majority are regular in their attendance. I have not known any case of suspension or reduction of pay in consequence of breach of discipline. The book is laid before the Deputy daily; what he does with it I do not know.

1718. Do you think a pecuniary penalty for absences would be advantageous to the Service?—Yes; I think it would.

1719. What is the average annual absence of each member of your staff on leave, and on what evidence of illness do you permit an employé to absent himself?—The average is three weeks, 2s allowed by law. In case of illness, a doctor's certificate is required to account for absence; but, if a clerk sends word he is ill, his word is taken.

1720. Are any of the officers in your Department engaged in business outside, for which they receive payment?—I only know of one, and that is myself. My departmental duties are not interfered with.

*By Mr. White :*

1721. Have fines ever been imposed upon clerks in your Inside Service for breaches of discipline?—In the Outside Service there have been numerous cases of suspension, and at least one case of loss of pay. Other cases may have happened without coming to my knowledge.

1722. By whose authority has such suspension taken place?—A collector or district inspector may suspend an officer and immediately report the case. If his action is not disallowed, that is equal to confirmation of the suspension by the Department. That is all I know about the subject.

*By Mr. Barbeau :*

1723. Is the present system of keeping the books, returns, cash accounts and vouchers, in your Department, of a nature to prevent peculations and defaults?—Yes.

1724. Please state in what manner the collections for revenue, fines and penalties, by your Outside officers, are accounted for; and what check you have over the returns sent in?—They are accounted for daily by entry papers showing on what account the amount stated in the entry has been collected. The deposits are made daily to the credit of the Receiver-General by the collecting officer if the amount reaches \$100; or as often as it reaches \$100. The collector sends forward with each deposit receipt an advice note showing in detail how much of the amount is on account of each sub-head of the Service. The entry papers are checked in the Department, and if they do not agree with the amount shown by draft remitted the collector is immediately called on for an explanation. At the end of each month the collector is required to make a separate deposit to close the transactions of that month. The collector sends to the Department at the beginning of the month a summary of all the cash and statistical transactions of the preceding month, which must agree with the entry papers which have been forwarded daily.

1725. Is your system of accounts such as to readily detect any gross mis-statement?—As to the Excise, which is by far the largest item of our revenue, we have first the sworn semi-monthly statements of the manufacturers, which are checked in the Department. These statements show the portion of the quantity of goods manufactured during the half month, which has been placed in bonded warehouses; and the collector is at once charged with the duty on the remaining portion of goods manufactured. The goods placed in warehouse must be paid for when they are taken out or removed under bonds to another warehouse or exported under bonds. A

periodical inspection of each office and each warehouse and each manufactory under the supervision of each office is made by the district inspector; and the instructions to the district inspector for the making of these inspections are very rigid. The inspector must report to the Department the result of such inspection. For each amount collected the collector is required to give a receipt out of a book of triplicate receipts, consecutively numbered, and so issued; the triplicate being given to payee. The duplicate attached to the bank draft is forwarded to the Department, and the original or stub remains in the book to enable the inspector to check in detail the cash transactions of the office. The draft furnished the collector by the bank, has attached to it three receipts named respectively, original, duplicate and triplicate. The original is the voucher of the collector, which has to be shown to the inspecting officer; the duplicate is fyled in the Department; and the triplicate and draft are sent to the Receiver-General's Department. If a triplicate is spoiled or a mistake made the spoiled paper had to be forwarded to the Department.

*By Mr. Brunel :*

1726. How soon after the deposits are made can you ascertain whether the amount deposited correctly represents the collections it purports to represent?—As soon as the mail brings the draft and accompanying entry papers to the Department.

*By Mr. Barbeau :*

1727. From what sources does the revenue of your Department arise?—From Excise, canal tolls, hydraulic and other rents, slides and booms dues, culling of timber, inspection of weights and measures, inspection of gas, minor public works, bill stamps, law stamps of the Supreme Court. The Excise revenue arises on spirits, malt liquor, malt, tobacco, manufactures in bond, inspection of petroleum and vinegar.

1728. What means have you of knowing the nature and quantity of goods stored in the bonding warehouses connected with your Outside Service?—For each amount bonded duplicate entry papers are made; one copy of which is fyled in the office of the division, and the other in the Department after being entered on the departmental statistical books. For each transaction ex-warehoused the entries are also passed in duplicate in case of consumption, or in case of removal in bond or exportation, in triplicate, one copy in each case being booked and fyled in the Department.

1729. What check have you over the manufacture of goods subject to Inland Revenue duties?—Each manufacturer works under departmental regulations and the supervision of the officers of the Department; and he is required to keep books of account showing all the raw material taken into his factory, the quantities taken from time to time for manufacturing, and the quantity of dutiable goods produced therefrom. He also keeps in a form prescribed by the Department, a record of the process of the manufacture, so that it can be checked at the different stages. These books are accessible at all times to the officers of the Department.

1730. How long are goods allowed to remain in warehouse without paying duty?—Two years under one bond, but they may be re-bonded.

1731. In some of the outside offices you cause your books to close every day at one o'clock, while the office remains open for business until four. Do you see any particular advantage in this system?—This is merely done to enable the collector to get his draft from the bank and forward it by the same mail which takes the entries comprised in the draft. I find that the system works well.

1732. Are your books ever inspected by the auditor, and have suggestions been made as to the manner of keeping them?—No.

1733. What control do you exercise over the moneys voted by Parliament for expenditure?—We pay no moneys without a voucher, except that we furnish each collector who requires it with an accountable cheque at the beginning of the year, to enable him to pay necessary expenditures. He forwards to the Department periodically a statement of his expenditure, together with the vouchers relating thereto. This statement first passes the scrutiny of the district inspector and then of the Department; and if approved, is paid in full, thus restoring the advance to its original amount. When the last account for the year is forwarded, the collector must also deposit to the credit of the Receiver-General the balance, if any, remaining

unexpended. The Preventive Service vote is sometimes paid without vouchers, and necessarily so, as it is of the nature of Secret Service.

1734. Please state if your outside offices are visited, and if so, how often their accounts are checked?—They are visited by the district inspectors, who are directed to inspect the accounts once in three months. It is done in the majority of instances, but in some cases it is not done.

*By Mr. Mingaye:*

1735. Are the district inspectors answerable to the Department for all moneys received in their respective districts, or are the collectors alone answerable?—The collectors are answerable alone.

*By Mr. Barbeau:*

1736. Have defalcations occurred, and if so, please state to what extent?—Yes; defalcations have occurred, amounting, I think, to close on \$25,000; but a considerable portion of this amount has been recovered. The sum mentioned covers eight years; one claim was of the amount of \$13,000.

1737. How much of this was recovered, and from whom?—I think about \$7,000 out of the \$25,000 has been recovered, from the sureties. In one case the amount recovered was the full amount of the bond of the surety. In the other nothing was recovered.

1738. With reference to the defalcations you have mentioned, was any officer beside the actual defaulters answerable for neglect of duty?—Yes; the inspectors in the most important cases were answerable, for want of proper surveillance.

1739. Please state which class of employés give security, and the nature of such security?—All the employés of the Excise Service, and all others engaged in the collection of money, give security. In many cases the security is by bonds of private persons; but in all cases of new appointments the officer is informed that the bond of a guarantee company is preferred. It is always an approved company that is mentioned. The personal bond of the appointee is also required.

1740. Are there any seizures made in your Department. If so, please state the average amount in one year and how this sum is distributed?—Yes, there are many. The average might be \$4,000 or \$5,000 per annum. The distribution is made by Order in Council.

1741. Can you inform the Commission as to the cost of collecting each of the several branches of Inland Revenue, during the past four years?—The cost of the different services is as follows:—

Excise.....	4.62 per cent.
Bonds, &c.....	9.64 “
Slides and booms.....	10.57 “
Culling timber.....	126 “
Bill stamps.....	1.09 “
Weights and measures.....	232 “
Inspection of gas.....	498½ “

This includes all expenditure except the Minister's salary and his private secretary's.

1742. What system have you for the distribution of stamps; and how are they accounted for?—Each office is supplied with a stock of tobacco stamps, and the collector sends in a monthly statement of the number he has issued. Each tobacco manufacturer shows, upon his semi-monthly return, the number of each denomination used by him; and the aggregate of these semi-monthly returns must equal the total number shown in the collector's statement. In the case of bill stamps, no one except licensed by the Minister of Inland Revenue, is permitted to sell them. The licensees are furnished with stamps in quantities representing not less than \$100 in value, and are allowed 5 per cent. on the gross value; but no bill stamps are issued on credit. The law stamps of the Supreme Court are furnished to the Registrar of the Court, who, being a public officer, does not pay for them in advance.

1743. How do you procure these stamps?—From the Bank Note Company of Montreal.

1744. Are not large amounts of stamps always held by the engraver for delivery, and what precautions are taken for their safe-keeping?—I do not know.

1745. What are the means of check and safeguard possessed by Government in the printing or engraving of stamps, and what could you suggest to arrive at this object?—I do not know what safeguards exist, and have not given the question any consideration.

1746. Have you been able to discover that some of your stamps had been counterfeited?—I am not aware of any such thing.

1747. Have you observed that stamps are cleaned after having been used, and made to do a second service?—I have no personal knowledge of any such thing.

*By Mr. Tilton :*

1748. Please state the mode by which the Department of Inland Revenue is placed in funds for its current expenditures, how such funds are disbursed, and how accounted for to the Auditor-General?—The Department is placed in funds by letter of credit; expenditure is made by cheque with one or two exceptions, these being the payment of the Queen's Printer and the Government Stationery Office, which is done by entry warrant on the Finance Department, after the accounts have been certified by the Department. The sums are accounted for to the Auditor-General by monthly statements in detail supported by vouchers.

1749. By what officers are the official checks of the Inland Revenue Department signed?—By the commissioner or assistant-commissioner, or the chief clerk in their absence.

1750. Do you not think that an additional protection would be afforded by having such cheques signed by two officers, as is the practice in banks, when issuing drafts or bills of exchange?—I do not think so.

1751. Would you favor the adoption of a form of Government cheque on prepared paper to be used by all the Departments?—I have not considered that question.

*By Mr. Brunel :*

1752. Do you think a uniformity in the form of cheques for all the Departments would be preferable to a distinction for each Department?—I think it might lead to some confusion. Some things that now are printed in the departmental forms would then have to be written.

*By Mr. Tilton :*

1753. Do you think that it would be advantageous if a uniform system of book-keeping and payments was adopted in all the Departments?—I would approve of uniformity so far as practicable.

1754. Does your experience enable you to suggest any improvement upon the present mode, known as the credit system, of placing the Departments in funds, or of disbursing the same?—No; the system at present is as the Inland Revenue Department has been wanting to have it for several years.

*By Mr. Barbeau :*

1755. How are the statistics of the business of your Department prepared; and does their preparation and the keeping of books necessary for that object occupy many clerks?—The statistics are prepared in the Department by the entry of each entry paper in tabulated books. The work occupies fully half the staff, about ten or eleven clerks.

1756. Could you suggest a mode of keeping these statistics by which you could combine the same efficiency with economy?—I have not thought of any shorter plan than the one at present adopted.

1757. Is the work of the statistical branch of the Department essential to a prompt and satisfactory check of the financial accounts and transactions?—Yes; it is essential to a proper check on the collecting officers, and this object and the preparation of the statistics for publication are accomplished by the one staff and system.

1758. What is your opinion as to the difference of having statistics prepared outside or at the head office?—I think the advantage as regards economy and correctness lies on the side of preparing them at the head office. One important

advantage in this course, I think, is that the information can be most readily furnished to those most likely to read it—the Government and Members of Parliament.

1759. If the business of the Department was greatly increased—say quadrupled—do you think there would be any difficulty in carrying on the same system of accounts and checking, and of preparing statistics, providing there were a suitable increase in the staff?—No; none at all.

1760. How are travelling expenses incurred and regulated in your Department?—The largest portion is incurred in the travelling of excise officers in the supervision of factories. The actual expenses of the men are paid, and a rigid supervision of the items is exercised.

1761. Have you sometimes to ask your clerks to work after hours, and are they paid for this extra service?—We have sometimes to do so. They receive no extra pay.

The Commission adjourned at six o'clock, p.m.

WEDNESDAY, 20th October.

Mr. ROBINS' examination continued :—

*By Mr. Brunel :*

1762. Are you aware of any instances in which clerks in your Department have been required to perform the duties of superior officers who have been absent from the Department during considerable periods on public duties, for which the officers so absent have received remuneration in addition to their regular salaries?—Yes; more than one instance. I have had to do that myself several times and during long periods.

1763. Can you inform the Commission as to the amount or approximate amount, of remuneration paid in any such cases to the absent officers in addition to their regular salaries?—I think in one case the absent officer received some \$1,400 or \$1,500, for a period of about six months service, in addition to his salary.

1764. Do clerks who perform additional office work, under the circumstances mentioned in the preceding question, receive any extra pay?—No.

1765. What is the usual practice under circumstances similar to those mentioned in the previous question in the Outside Service?—It is to pay the officer performing the duties, the difference between his salary and that of the officer whose place he supplies, in addition to his regular salary.

1766. Has there been any uniformity of practice in relation to these matters either in the Inside or Outside Service of your Department?—The uniform practice in the Outside Service has been to deal with such matters in the way stated in the previous answer; and in the Inside Service to pay the officer performing the duties nothing for such service.

1767. What is your opinion as to the economy or otherwise obtained by enforcing the regulation which prevents the employment at extra work and extra pay of clerks in your own Department, while it permits the employment and payment for such extra work of clerks from another Department?—I am altogether in favor of giving the extra work and extra pay to the clerks of the Department in which the extra duty was performed, both from considerations of economy and justice. I think a man should have certain duties assigned him, and be required to perform those duties, even if at times he had to work extra hours to do them; but if required to perform other duties requiring his attendance longer than office hours he should receive pay for such extra work.

*By Mr. Mingaye :*

1768. Are not all officers on appointment notified that although the general hours of attendance may be say eight hours per diem, if anything may arise to require their assistance they must, on requisition of the head of the office, work such extra hours as may be necessary without extra pay?—I do not know that they are notified, but the Order in Council deals with that subject.

*By Mr. Brunel :*

1769. How long after the close of the fiscal year is usually required for preparing your statements for Parliament. Can those returns always, and without the necessity of extra work, be ready before the meeting of Parliament?—For three or four years I had my returns ready for the printer one month after the close of the fiscal year by working extra hours, frequently till late at night. All the clerks whose duty it is to help to prepare these returns have to do some extra work as well as myself. There is no difficulty in getting them ready long before the meeting of Parliament.

1770. Are you aware that the preparation of returns called for by Parliament during the Session frequently requires the employment of extra clerks, and will you state your opinion as to the best method of having such work done?—I am aware of it, and think that in many instances this work could be more speedily and economically done by the clerks in the Department, who are accustomed to deal with the matters enquired after, and from whose books the facts must often be taken.

*By Mr. White :*

1771. Are you acquainted with the system of superannuation now in operation in Canada?—I am.

1772. Are you aware of any instances in which the present system appears to have acted unfairly or unjustly?—No; I am not.

1773. Then, in your opinion, the present Act is fairly administered?—So far as know the Act is fairly administered.

1774. Do you think the present Act might be amended; if so, in what particulars?—I should like to see it include in some way the question of life insurance.

1775. Has the present system tended to produce economy and efficiency in your Department?—I think it has.

1776. Would you think it advisable so to amend the present system as to provide for annuities to widows and children of deceased civil servants?—I am in favor of the system of life insurance in preference to the system of annuities.

1777. Do you not think that such an extension of the present system would impose either upon the Government or the employé a tax so heavy that neither would be willing to pay it?—That requires the knowledge of an actuary which I have had no opportunity of possessing.

1778. Have you given any attention to the working of the system of giving pensions to widows and children of civil servants, which prevails in other countries?—No.

*By Mr. Brunel :*

1779. Can you have prepared for the Commission a statement showing the effect of the Superannuation Law as heretofore administered and the cost of carrying on the Department of Inland Revenue?—Yes; I have prepared such a statement.

(See Appendix L.)

*By Mr. Barbeau :*

1780. Can you suggest any means by which a greater degree of economy and efficiency could be obtained in the various services of your Department?—I do not think of anything more than I have already supplied in my previous answers.

Mr. HENRY GODSON, Chief Inspector of Inland Revenue, examined :

*By Mr. Barbeau, Acting Chairman :*

1781. What is your position, and for how long have you been in the Service?—I have been in the Service since February, 1862, nearly 19 years. At first I was Collector at Toronto; then promoted to District Inspectorship; finally became Chief Inspector; and have been about seven years in my present position.

*By Mr. Mingaye :*

1782. What was the mode of appointment to your branch of the Service when you first entered it?—At that time an appointment was permanent and not probationary, as now.



1783. Are you one of the Board of Examiners of applicants for admission into the Inland Revenue Department?—I am.

1784. When was the present system of examination on appointments adopted in your branch of the Service, and by what authority was it made?—I cannot give the exact date; it was about 12 years ago, before Confederation; I do not know by what authority.

1785. Who has the controlling power over such examinations?—The Minister.

1786. Are the appointees to your Department first chosen for special qualifications, or are vacancies filled by persons attaining the highest number of marks out of a given number competing?—The vacancies, as a general rule, are given to those who attain the highest number of marks out of the number of candidates competing.

1787. After an appointee is taken into your Service, has he to undergo a probation, and for how long?—The appointee is not bound to undergo any examination within six months.

1788. Do you think such probation necessary, and the time given sufficiently long, to enable the Department to judge the capabilities of the appointee?—We have always found it so.

1789. Do you think such examination and probation have been the means of your Department obtaining a better class of officers than under the old system?—I do.

1790. If, after appointment and probation, one of the officers proved to be unfit for his position from any cause, with the exception of neglect or bad conduct, is he still kept in the Service or are his services dispensed with?—He would be kept on till he had an opportunity of passing an examination. In one case, the officer, although appointed longer than six months, has not come forward for examination. In one case a man has failed at three examinations and is still in the Service. That is the only total failure I know of.

1791. I understand that under your examinations there are three classes or grades obtainable by your officers of the Outside Service. Does it occur, or is it possible for a person on first appointment to obtain a first-class on his first examination?—It is.

1792. Are the salaries of your Outside Service officers, on appointment and after the determination of the class obtained, regulated by the class; or is such officer obliged to enter at the lowest salary?—As a rule, he is obliged to enter at the lowest salary.

1793. If one of your officers, having obtained a higher class, enters at the lowest salary, how long has he to remain without an increase, and what is your system in that respect?—He has to wait the pleasure of the Government or the Department. There is no regular system.

1794. I find that many of your officers holding lower positions have obtained first-class certificates, and that in the same office there is one officer holding a third-class, one a second-class and four first-class certificates, and all receiving the same salary. Will you please explain the system in this respect, and what are the benefits to be arising or likely to arise to the higher class officers over the lower class ones, in having obtained the higher grade?—The higher class are eligible for the special class examination, after passing which their salaries are increased. For the last few years all increases in salary have been given in accordance with the standing or rating of the officers.

1795. I believe a higher class, called "special class" examination, is opened to officers already in the outside branch of your Service. Will you please state the nature of first examinations and of all subsequent examinations, including that for "special class"?—I will put in a copy of the papers on the last special examination; also, copies of the papers on the other examination.

1796. What benefits are to be derived by officers obtaining "special class" certificates?—We require 20 special class excisemen, and those who pass the highest examination pass into that class. It is from this class that promotions are made.

1797. What has been the result of such examinations, both as to the improvement of the standing of all the officers, their knowledge of the laws and regulations

of the Service, and also as to the technical and scientific part of their duties?—We have had a better class of men making application; a better class of officials are in the Service; and the work is better done.

1798. Have you considered the question of competitive examination now in force in England, combined with probation for a certain term for all officers entering the Civil Service, such examinations being regulated according to the official position to be held, and also as to the system of promotion therein?—I have not studied the system.

1799. Do you find that the fact of the lower grade of officers in your Outside Service, becoming more efficient by reason of the examination they have to undergo, has resulted in compelling all your officers to study their work and duties more closely, and so the efficiency of the whole Service has been increased?—I do.

1800. Do these examinations tend to make the inefficient officers who are unwilling to raise their standard of intelligence by study and application, resign their positions, and so gradually weed them out of the Service?—There have been no resignations that I know of for that cause.

1801. Have these examinations had the effect of restraining persons from entering the Service who would otherwise have entered through political patronage only?—Yes; I think they have.

1802. Do you consider that competitive examinations would tend to encourage industry and foster merit, by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the Service, if they can qualify themselves for them?—I have found it so in our Service as a rule.

1803. What is the highest position any officer can obtain in the outside branch of your Service, and at what salary?—The chief inspectorship is the highest; the salary is \$2,400 per annum.

1804. Would it tend to increase the efficiency of your Outside Service if all vacant inspectorships and collectorships were filled, as a matter of course, by the officers standing first on the list of the "special class," entitled to promotion?—Yes; it would.

1805. I understand that a delivery clerk in the post office branch of that Service must, within a certain period, and through no extra knowledge or experience gained during that time, as his is purely mechanical work, receive a salary increasing from time to time up to \$1,200 per annum; are you sufficiently acquainted with this branch of the Service to give a comparative idea of the value of the duties of one of your "special class" officers having obtained the highest attainable salary after the same years of service, over that of a post office delivery clerk?—There is no comparison in the work they have to perform. The work of the post office is work of a manual kind, while the work of a special class exciseman requires technical knowledge and considerable intelligence.

*By Mr. Brunel:*

1806. What is your opinion as to the value of the present system of examination for promotions in the Outside Excise Service, as compared with promotion by political influence as an incentive to the officers in the lower grades not only to make themselves acquainted with their duties, but also to acquire a knowledge of the higher duties of the Service, and so fit themselves for promotion?—The system of examination is far superior to the system of political appointments, because political influence tends to prevent the officials from qualifying themselves by merit in their positions; they rely on political influence.

1807. Will you state whether you consider the system of examinations heretofore followed has had the effect of fairly showing the relative qualifications and fitness for particular duties of the persons examined?—Yes; they have.

1808. The Board of Examiners, of which you are Chairman, have recently held a series of examinations. Will you state whether the results of these examinations have been such as to show that the system has tended to the improvement of the Outside Service?—The results of the recent examinations have fully proved that each officer vied with the others in obtaining a full knowledge of the duties of the position,

and, in many cases, officers who held a second class status have come forward to obtain a first class for the improvement of their standing. We have had also a larger percentage of 1st and 2nd class officers than on any previous series of examinations.

1809. With reference to the retention in the Service of persons who have failed to pass examination and of the payment of salaries in excess of the classification attained by the officers receiving them; has that been due to regulations of the Service, or to the disregard of such regulations in consequence of political pressure?—It has been in disregard of the regulations.

1810. So far you have answered the questions with reference to the examinations of persons who have been previously appointed on probation. What is your opinion as to the desirability of requiring a preliminary examination before appointment on probation, made not only as regards the Excise, but also as regards the Civil Service generally?—I would be in favor of a preliminary examination before appointment for the Service generally.

1811. In speaking of examinations, do you mean pass examinations or competitive examinations?—I would prefer the competitive system, so that officers would be selected from amongst those passing the highest examination.

1812. Have the recent examinations for special class excisemen been of a competitive character? How many candidates had you, and did as many pass the established standard as there were vacancies to be filled?—The examinations have been competitive. There were 17 vacancies and 21 candidates; out of the 21 only 10 passed.

1813. Have any competitors who have been appointed to the Service within the past two years already succeeded in passing through the several grades to the special class? If so, state how many?—About three have passed into the special class. Each of these will make a good officer.

1814. Will you explain how the Excise examination papers are prepared and the answers valued?—The examination papers are prepared partly by the commissioner, some by the assistant commissioner, some by the inspector of distilleries, some by the chief inspector. The valuation is made before the papers are printed by the Board of Excise Examiners, composed of from three to five (not less than three) members, after careful consideration of the value of each question.

1815. For appointments and promotions in the Civil Service generally, do you think examinations conducted by a Civil Service Board, appointed in the same manner and on the same tenure of office as the judges, so as to get rid of the element of patronage, would be an improvement on the present system?—I think it would be; because such Board would be above suspicion of favoritism.

*By Mr. Taché :*

1816. Are your officers trained in their various duties in the Department during their time of probation?—Yes; they are.

1817. You have stated that there was only one total failure in your employes who passed their examinations. Would you be kind enough to state how many have been examined altogether?—Between two and three hundred, as the following memorandum shows:—

**MEMORANDUM** of the number of candidates who presented themselves for examination, "Inland Revenue Service," from October, 1866, to October, 1880.

Total number 272, previous to examination of 1880.

Of the above, seven failed to obtain a standing; but as they were appointed permanently, no action was taken by the Department.

At examination in 1880 only two persons appointed probationary omitted to come forward, and one of these was prevented by causes over which he had no control, by indisposition.

At above named examination only one officer failed to obtain any standing whatever, and this after two previous attempts.

Several of the above named "total" came forward at different times with a view to improve their standing, so that it must not be inferred they were all new appointments.

*From October, 1866, to October, 1880.*

Ottawa.....	25
Montreal.....	40
Quebec.....	9
Halifax.....	12
St. John, N.B.....	13
Prince Edward Island.....	3
Prescott.....	5
Kingston.....	17
Toronto.. . . . .	74
Hamilton.....	10
London.....	48
Windsor.....	9
Stratford.....	7
	272

1818. Do you consider that the duties of Excise officers and inspectors of weights and measures are of such a character that they require more than ordinary intelligence and common school education to learn them?—In Ontario the common schools teach them all they require to learn for our Service. They have to be above the average of intelligence.

1819. Could a common school scholar compete with success for your "special class" certificates without further information?—No; he could not.

*By Mr. White :*

1820. Do you think that you would have any difficulty in filling all the higher positions of your Outside Service with competent officers if your selection were limited to the ranks of your own Service?—None at all.

*By Mr. Brunel :*

1821. What is your opinion as to the value of competitive examinations, coupled with probationary service, as a means of selecting persons for the Civil Service?—I have very little acquaintance with the Civil Service in general.

*By Mr. Mingaye :*

1822. As chief inspector, do you find that since the examinations of your officers have increased in value, the character of the whole Service has been heightened, and complaints against them by their superior officers lessened?—I think that is the case.

The Commission adjourned at 6 p.m.

THURSDAY, 21st October, 1880.

Mr. GODSON'S examination continued:—

*By the Chairman :*

1023. As chief inspector for the Dominion, how often do you visit the various districts?—I cannot visit all very often on account of the distance. Some districts I visit weekly, some monthly. These visits are not periodical; I go when it seems necessary, or when I am sent on special business into the district.

1823. How many district inspectors are there, and do they report to you or to the Department?—To the Department direct. In some minor cases they report to me, but in special cases they report to the Department, and I receive my instructions from that quarter.

1825. Do you find that your District Inspectors are competent and faithful in the discharge of their duties?—I do not think they are all competent. Some are too

far advanced in years to be very efficient. There are three at least who are so inefficient.

1826. Have you any power for the removal of officers who are incompetent, or what course do you take in such cases?—I have no power whatever except to suspend in certain cases and report to the Department.

1827. Have you made any report in respect of the officers you have stated who are incompetent?—I have made no official report. It has been talked of with the Minister and the Commissioner; but nothing has been done that I am aware of.

1828. On the occasions of your making the visits, in the manner you have stated, have you found irregularities; if any, what means do you take to prevent their recurrence?—Latterly, there have not been as many irregularities as there were years ago. I could not say how many. There have not been any large irregularities for a year and a half, and such as have occurred have been partly connected with warehousing goods in Customs warehouses. There have been but two serious irregularities in the past two years, and one of these occurred in connection with the warehousing of goods in a Customs warehouse. There was no loss sustained in this case; in the other the loss was heavy.

1829. Have not the several Customs collectors throughout the Dominion, at a considerable extra labor, done most of the warehousing of goods for the Inland Revenue up to within a short period; and, if this is the only case of irregularity you can mention, has not the work done for your Department by them been otherwise properly carried out?—In the principal cities and towns of Ontario, Excise goods are not now warehoused in Customs warehouses. I know of no irregularities except that which occurred in the case mentioned. In Montreal and Quebec, St. John and Halifax, the Customs warehouses are still used to warehouse excise goods; and, at some small places, the customs officers are paid by the Excise Department for doing the duty.

1830. You have stated that irregularities have been less frequent of late than in former years. To what do you attribute this improvement. Can you account for it?—There has been more diligence shown by the officers; and there have been better regulations and stricter supervision. We have had a better class of officers, also, than we had under the old *régime*.

*By Mr. Taché:*

1831. How many of the officers longer in the service of the Department than say three years, are still employed?—I should think fully three-fourths of them.

*By the Chairman:*

1832. Since what period have the examinations in your Department been established, and have not these examinations tended to bring about the improvement to which you have alluded?—The first examinations were in the fall of 1866. They have done much to bring about the improvement spoken of.

*By Mr. Brunel:*

1833. Have not the examinations that have been held within the last few years been of a much more severe and thorough character than they were formerly?—They have, very much so.

*By the Chairman:*

1834. Would you consider that it would be to the interest of the Service that officers should not remain in the same place for a long period, and that they should be changed from one post to another, from time to time?—Yes; that system is adopted by the Department now.

1835. Would the interchange of Excise officers from Province to Province, as well as from division to division, have a tendency to produce uniformity in the collection of Excise taxes, and so make the collections more equitable?—It would; and I have so recommended to the Department.

1836. Is the staff of your Department an efficient one, or have you more men are required for the duties to be performed?—Under the increase of business

and the new regulations concerning the manufacture and sale of tobacco, I do not think our staff will be sufficient.

1837. Have you any men on your staff besides those you have already alluded to who are unfit, from any cause, for the efficient performance of their duties, and whose services in the interest of the public should be dispensed with?—I am not aware of any.

*By Mr. Barbeau :*

1838. How much time, for instance, would you devote to the inspection of the larger offices, say Montreal and Toronto, and what does that inspection cover?—Montreal takes nearly two weeks. The examination includes checking all the goods in the warehouses and in the factories in process of manufacture, examining manufacturers' and office books, entry papers, monthly returns, and all the business of the office, from the time the raw material goes in till goods are manufactured, or otherwise disposed of.

1839. You said your district inspectors were not all competent. Did not those officers pass the usual examination, or how otherwise can you explain their incompetency?—They have not all passed the examination, and they were not taken from the Service, but appointed from the outside.

1840. Have you observed that some of the stamps used for duties in your Department are counterfeited?—I have not.

1841. Will not the multiplicity of the stamps through their being attached to very small parcels, lead to their being thrown away undefaced, contrary to law and made to do second service, much to the detriment of the Public Revenue?—They may be.

*By Mr. Brunel :*

1842. Is it not the rule of the Department that Excise stamps shall be so attached to the goods that the packages cannot be opened without destroying the stamps?—It is.

*By Mr. Tilton :*

1843. If a person were so disposed could not the contents of a parcel be extracted without defacing the stamp?—I have seen isolated cases in which such a thing has occurred, but it cannot occur if the stamps are properly affixed.

*By the Chairman :*

1844. How are the salaries which are paid ; are they proportionate to the work, and to the duties and responsibilities of the offices?—I do not think they are. Officers having charge of large manufactories only receive \$700 or \$800 per annum. I do not think this is sufficient. They have so much under their control, and are in a position, particularly in a distillery, to give an advantage to a manufacturer, and to defeat the revenue laws, that their salary is insufficient. In the measuring of spirits by the means of the dip rod, as much as \$150 per day might easily be lost to the revenue.

1845. Have you, on the other hand, officers who are overpaid or whose work might be performed by a lower class than that to which they may happen to belong?—No ; I think not.

*By Mr. Brunel :*

1846. How are the inspection districts arranged ; do any of them require a greater amount of labor and time for completing their inspection than others?—They are arranged so that even in the larger districts the work is not too much for one man to do, so long as he is energetic. There are districts which, I think, might be merged in others, so as to do away with some of the officials ; and in that case the inspector of the new district would not have more to do than the inspectors in other large districts.

1847. Then, are there more district inspectors than are necessary for the performance of the duties of inspection?—Yes ; I think it might be so arranged that we could do with less.

1848. Could the superannuations to which you have previously referred be effected without increasing the cost of the Service, assuming that the payments to

the superannuated officers were reckoned a part of that cost?—Yes; I think they could, by adopting the changes I have stated.

1849. With reference to irregularities, will you explain how they generally come to your knowledge; whether discovered by yourself, communicated to you by district inspectors or by subordinate officers?—Sometimes I find them out myself; sometimes they are discovered by the district inspectors; but seldom by subordinate officers.

1850. When inspecting a larger division, do you attempt to examine the work in detail, or do you necessarily rely to a large extent on the information obtained from the district inspectors?—I examine it in detail myself.

*By the Chairman:*

1851. Are the duties of the men in your Department mostly of a technical character?—Yes; mostly so.

1852. Do your officers keep diaries in the manner prescribed by departmental regulations, and what is your opinion as to the utility of their doing so?—They do keep diaries; and we find them very useful in forming a record of what business the officers transact from day to day, and as to measurements and weights of grain, &c.

1853. How are travelling expenses regulated in your Department, and what is the practice in relation thereto?—The travelling expenses paid are simply the actual expenses incurred; they are all audited and certified by the district inspector. After that they are sent to the Department for further audit and payment.

1854. Do you keep a conduct book in which a record is made as to the manner in which the officers perform their duties?—Yes; we keep such a record. It is found useful in showing the status as to conduct of each officer.

1855. Do you consider the present system of keeping the books, returns, cash, accounts and other vouchers and forms in the Inland Revenue outside offices tends to prevent peculations and defaults on the part of the officers, and ensures the proper collection of revenue?—I do. One officer, for instance, takes the return from the manufacturer each half month. That is handed to the accountant, and by him recorded in the books. The amounts are collected by the collector, or his deputy, and entered in the cash-book. The entries for duty ex-warehouse or removal are received by the entry clerk and entered in his book. Then they are entered by the accountant in the ledger, and the amounts are received by the collector or his deputy. At the end of each half month, each book is checked one with the other to see that they correspond. The duplicates of all entries are sent to the Department at Ottawa. Each day's collection is also sent. The accounts have to pass through so many hands that defalcations are difficult unless there is collusion.

1856. As to the preparation of the statistics in your Department, which do you consider the most convenient and efficient plan—their preparation at the side offices or their centralization in the Department at Ottawa?—I think the statistics would be prepared at Ottawa with greater efficiency and economy.

1857. From your experience, could you suggest any means by which the efficiency and economy of the services of your Department might be improved?—I think I could. I have already suggested the means in previous answers.

The Commission adjourned at 6 p. m.

FRIDAY, 22nd October, 1880.

Mr. JOHN DAVIS, Inspector, was examined:—

*By the Chairman:*

1858. What is your position and how long have you been in the Service?—My present position is that of District Inspector of the Windsor District and General Inspector of distilleries for the Dominion. I have been in the Service since 1862, and have occupied my present position since 1872.

*By Mr. Brunel:*

1859. Will you be good enough to explain the course you pursue when inspecting your district. State also how long it usually occupies you, and the number of

divisions and establishments you have to inspect?—The district is divided into four divisions in which there are 158 licensed establishments, including 35 licensed warehouses, and about as many more used in connection with bonded manufacturers which do not require a license. The time occupied in inspecting the district is, ordinarily, between three and four weeks. Upon visiting a division the first thing I do is to examine the warehouse ledgers, put my check mark opposite the last transaction on each account; then take the balances shown on each account and check the warehouses, to ascertain if the balances on the books are in accord with the goods in warehouses. I add to these balances the quantities placed in warehouse since the first of the current month, and deduct therefrom all quantities taken ex-warehouse. By this means I reproduce the balance as shown on the monthly return, a copy of which is filed in the office, which I forward to Ottawa for verification. If found in accord with departmental balances it is passed as correct. I then check the triplicate receipts and office copy of semi monthly returns, and generally all transactions from which cash arises. I then check the credit side of the cash-book with the deposit receipts as far as they cover it, and insist on any balance being deposited before I initial the cash book. I then count the bill stamps, if these are sold in the office, and check the bill stamp accounts; and count the tobacco labels on hand, and check the tobacco label account. I forward office copies of both bill stamp and tobacco label accounts to Ottawa. At the inspection of a distillery I first check the quantity in process of fermentation, and frequently ascertain from the fermentation register and lock labels the quantity distilled since the previous test for duty, and take a special test of the broken quantity, to ascertain if it favorably compares with the average of preceding tests. This also affords an opportunity of checking the broken quantity that would be included in the next test for duty. Sometimes I distill a quantity of beer myself to ascertain the alcoholic value of it. I also examine all the apparatus to see that they are properly sealed and secured. I also examine all the books of the manufacturer, the quantity of spirits in bond, in stock duty paid, and in process of manufacture. I have also two weights and measures' districts within my revenue district, and check the work of the officials in the offices, as far as the cash is concerned.

*By the Chairman :*

1860. For the Windsor District, besides distilleries, you inspect breweries, malt-houses, tobacco manufactories, and everything else subject to Excise?—Yes.

*By Mr. Brunel :*

1861. When the larger distilleries are in full operation, about how much duty accrues on their daily products, and how long does each inspection of these establishments occupy you?—The largest, from \$6,000 to \$10,000 per day, during 208 to 220 days of the year. At the inspection in the fall, which is the annual inspection, when the vessels containing quantity of spirits for duty are checked, the apparatus re-sealed, the plans and specifications examined, dimensions and capacity of vessels also checked, the work occupies from six to ten days. Inspections during the year will not occupy more than three or four days, or sufficient time to see the fermenting capacity of the establishment worked over once.

1862. Do you find that these inspections can be performed each quarter without overtaxing your time?—Yes.

*By the Chairman :*

1863. How often are these inspections made, and are they made more frequently within your own district than outside of it?—They are made at least once a quarter, and as to the distillery in my own district, I visit that more frequently.

1864. Have you an officer in charge of each manufactory, brewery or tobacco manufactory, or more than one in the larger establishments?—We have at least two at each of the distilleries, one in each of the larger malt-houses, and in some cases one or more at the large tobacco manufactories. In the majority of cases one officer will have supervision of more than one malt-house of the lesser class, and the same with regard to tobacco manufactories.



1865. Do you find many or any irregularities when making these inspections of offices or breweries, distilleries or tobacco manufactories?—Very few latterly. Since 1872 in the Windsor district there has not been a dollar lost to the Government on goods in bond. I have had no cases of fraud. There has not been much trouble with the distilleries for some years.

1866. The duties of the officers placed in charge of the distilleries or other manufactories are of a most important character. Have you reasons to believe that these duties are faithfully performed, and what check have you over them?—The duties are very important; I think they are faithfully performed. Great care is taken in selecting the men for these positions, and their fitness is duly ascertained. The collector of the division is the most effective check on the performance of duty.

1867. All these men have to pass an examination; do you think that system secures better and more reliable men for the Service, and do you attribute the improvement you have mentioned to this cause?—All are required to pass an examination since 1868 or 1869. I think that plan secures better men; we could not do without some system of testing the capabilities of the men. The examination has become gradually more practical and more difficult. In very few cases have men, who passed first-class examinations, failed to be what we expected of them. There is no case known to me in which an officer with a low rating, or who failed in his examination, has been of any practical use. I am myself a member of the Board of Examiners. All inspectors are ex-officers and members of the Board.

*By Mr. Mingaye:*

1868. Will you please give an idea of what the probable loss might be to the revenue in a brewery or distillery, if an ignorant or inefficient officer were employed there?—It is not easy to say. I would as soon trust the brewer or distiller to send in the returns himself as have an inefficient officer on the premises.

1869. Is a collector of Inland Revenue answerable to the Government for the moneys collected by him, and does he give security?—Yes; I understand that he is, and gives security.

1870. Has an inspector of Inland Revenue a supervision over the moneys received by the collector of his district?—To the extent of checking the amounts received by him and seeing that the money is properly remitted.

1871. If a collector failed to account for the moneys received by him on revenue account, is it part of an inspector's duties to suspend him, and notify the Department at once?—I consider it my duty to do so; and have suspended two for that cause.

1872. If an inspector failed to do so, and either through connivance or negligence allowed the default to run on, would he be held answerable jointly with the collector for the sums of money in default?—Yes; I think so.

1873. Does an inspector of Inland Revenue give security to the Government for the due performance of his duties?—He does.

1874. Is it probable that a person appointed as collector from the Outside Service, and therefore unacquainted with his work, could command the respect of his subordinates, effectually protect the revenue, and carry on the business of the division in a proper manner?—Not by any means.

1875. Have you any cases in which collectors have been appointed outside the Service, and placed there over the heads of old and faithful officers?—Not at present in my district.

1876. Do not all such appointments, where an officer is passed over, who is entitled to promotion by long services and efficiency, have an injurious effect on the whole Service?—Yes; it has.

*By the Chairman:*

1877. Have all the inspectors passed their examinations?—No; I believe two district inspectors have not passed, and two others have but third-class rating.

*By Mr. Mingaye:*

1878. Would it tend to increase the efficiency of your Outside Service if all vacant inspectorships and collectorships were filled, as a matter of course, by the officers

standing first on the list of the "special class," entitled to promotion?—It would, by all means.

*By Mr. Barbeau :*

1879. Do these inspectors who have not passed an examination ever act on the Board of Examiners, to grant certificates?—They have acted on the Board.

1880. Do you consider them competent to act as such examiners?—Certainly not.

1881. Your inspection extends to the books and accounts. Is the system, in your opinion, calculated to prevent fraud and speculation?—Yes; I think so.

1882. Do you find that the bill stamps kept on hand in your district are stored in safe places?—As far as I remember, the collectors of Inland Revenue have not sold any bill stamps for some time, although they are supplied with a stock. Should there be any demand, of course it is my duty to see this stock is what it is represented to be; it is usually sealed up and kept in a bank vault.

*By the Chairman :*

1883. Will you be good enough to state your opinion as to the existing system of warehousing exciseable goods. Whether it involves any danger of loss to the revenue; whether it is a necessity, and whether you can suggest any improvement?—I do not think there is any danger of any loss to the revenue under the existing system.

*By Mr. Barbeau :*

1884. What do you think of keeping the Excise warehouses separate from those of the Customs. Is it attended with an equal benefit to the country and to the public?—I think it would be very desirable to have them separated. I have found it on inspection exceedingly inconvenient to await the convenience of the customs lockers to give me admittance to the warehouses, and the goods being mixed up with those of the customs, caused me considerable delay and trouble. I have often been forced to remain over night and till noon the following day in consequence of not having control of the keys of the warehouse, that I might check them in the evening. I have remedied this in my district; and at present there is not any goods subject to Excise duty stored in any Customs warehouse. I think the advantages to the public arising out of the system of separating the warehouses more than counterbalances the cost of the separation.

1885. What is your opinion of private warehouses?—Public warehouses for goods on removal or transfer would be very much better.

1886. If Government warehouses were erected so that the goods stored therein would be exclusively under its control, would it be, in your opinion, of a nature to prevent the frauds which have often happened in private warehouses?—No doubt it would.

*By Mr. Mingay :*

1887. Does not the mixing of Customs and Inland Revenue goods cause misunderstanding between the two Departments, create confusion in the placing of the goods, in consequence of the divided authority caused by such a system?—It has been the cause of considerable bickering and ill-feeling that would not otherwise have existed.

*By the Chairman :*

1888. How is the staff within the scope of your inspection; is it efficient, or have you any men who from any cause are unfit for duty, and who might with benefit to the Service be dispensed with?—I do not think the staff is at present numerically equal to its task. At least three additional men are required, one at each of the two larger distilleries, and one in the Windsor division. I think the existing staff are efficient for the duties assigned them; as we make it a point to put men into places for which they are fitted.

*By Mr. Barbeau :*

1889. Have you had occasion to reprimand or suspend any of the officers in your district for dereliction of duty; and have you found it difficult to remove an inefficient clerk?—I have suspend several officers. Of two collectors whom I suspended

neither was allowed to resume duty again ; one was dismissed and one superannuated. Neither had any standing in the Service. I have suspended five Excise officers ; three for intoxication, and two for neglect of duty ; all of them were dismissed. There was one case in which an officer I suspended was reinstated ; it was a first offence by a new man who had been misled.

*By the Chairman :*

1890. Has the advance in the duties of excise made it necessary for the protection of the revenue to exercise greater vigilance in the supervision of manufactures ? —Yes ; I do not think that the officers of twelve years ago would be now competent to discharge the duty and protect the revenue. The duty in spirits has increased about 600 per cent. ; and therefore the temptation to deceive the officers is increased.

1891. Are the salaries paid in proportion to the duties performed, that is, are any men in a lower rank doing the work which should belong to a higher, or *vice versa* ? —As a rule the men perform the work for which they are best fitted. In the more important surveys the salaries are not proportioned to the duties and responsibilities. The duty accruing on a single day's work where an officer is stationed in some cases amounts to ten times his annual salary.

1892. Can you always count upon some of the junior clerks in the Service in your district to fill the vacancies occurring in the higher grades ?—Not till they have a couple of years' experience and training with special class excisemen.

*By Mr. Mingaye :*

1893. What do you understand by junior clerks in the previous question ?—I mean the later additions to the Service. I find that the length of time officers are in the Service is not a reliable measure of efficiency. Much depends on where they are stationed, and also, much depends on the efficiency of the collectors under whom they are placed.

1894. Is the Commission to understand that there are positions in your service which, if vacant, could not be filled by the promotion of officers now in the Service ? —I do not think there is one such ; and a great many of them might be advantageously filled by subordinates, even the offices of some of the present inspectors.

*By Mr. Tilton :*

1895. Has it ever happened that a man who passed a very creditable examination has made an inefficient officer ?—No, not an inefficient officer ; but a few have become very indolent.

*By the Chairman :*

1896. How is the discipline in your district, and what means do you adopt for enforcing or imposing penalties when necessary ?—The discipline is very good, generally. I trust the means of enforcing discipline to the collectors, giving them directions to report all derelictions ; and I have reason to think they do their duty. The penalty is generally the forfeiture of salary for some period. I think it is a very good means of enforcing discipline.

1897. Are the officers required to keep diaries in the manner prescribed by the departmental regulations, and what is your opinion as to the utility of their doing so ?—They are required to keep them ; and I look on them as very valuable, generally.

1898. From your experience, could you suggest any means by which the efficiency and economy of your Service might be improved ?—I think that if the system lately adopted of paying salaries based on classification and efficiency, and making promotions within the Service, is continued, that the present efficiency will be maintained, and might be advanced. I think that two instead of three districts in Ontario would be sufficient, providing that all the collectors were up to the standard.

*By Mr. Brunel :*

1899. What is your opinion as to the advisability of exchanging Excise officers from one part of the Dominion to another, with a view to obtaining greater uniformity in the administration of the Excise laws and a more equitable collection of the excise taxes ?—I think it would be a very desirable thing to do, and a great deal of good would result from it. The officers so exchanged, if of the special class, would

have a very beneficial effect in divisions, and even districts, to which they were removed. Officers are frequently exchanged within the scope of my survey. I think it has a salutary effect on manufacturers to know that an officer is subject to removal at any time.

The Commission adjourned at 6 p.m.

#### DEPARTMENT OF PUBLIC WORKS.

Mr. F. BAILLARGÉ, Deputy Minister of Public Works, examined:

*By the Chairman :*

1900. You are Deputy Minister for the Department of Public Works? How long have you been in the Service and held your present position?—Have been in the Service since 22nd September, 1844; I was appointed Deputy Minister of Public Works on 4th October, 1879.

1901. How are first appointments made in your Department?—Since the new Department of Public Works has been constituted, some of the officers of the former Department have been appointed by Order in Council to the offices they now hold, and others have been appointed from outside the Service by Order in Council.

1902. Do you know whether they have had to produce any evidence as to age, health, or moral character?—So far as regards the transfer from one Department to another, the Minister made special enquiry respecting the competency, age, and, in doubtful cases, respecting the moral character of each. For the case of persons appointed, and not in the Service, he had already in his possession the necessary recommendations and certificates as to competency and moral character.

1903. Do you know whether there was any examination before being appointed or any condition as to probationary service; what were the ages of those appointed from the outside?—All parties appointed from the outside were first employed, for a certain time, as probationary clerks to ascertain their competency to fill the positions to be assigned to them, after which some were appointed permanently to the offices intended for them, and others are still on probation. The ages vary from 32 to 34.

1904. For what length of time did those who are now permanently appointed serve as probationary clerks?—The officers here referred to were on probation, say about a month, before they were finally appointed; for the reason that they had special qualifications when they first entered.

1905. Are you aware of the conditions in the Civil Service Act of 1868 regulating the admission of candidates, and do you consider, if that Act had been strictly adhered to, that the Service would be benefitted by it as regards efficiency and economy?—I am aware of these conditions, and I believe that they have not been observed so far as regards the requirement of an examination before the Civil Service Board for the admission of candidates. Such an examination as the one referred to by the Act is not, in my opinion, sufficient to test the ability and qualifications of the officers required in the various branches of the Department of Public Works.

1906. You believe, then, in the advisability of an examination for candidates, having in view the duties which they have to perform in the Service generally?—Yes; providing that such an examination is made by the officers of the Department wherein the candidates wish to be employed, that is to say, by the Head of each branch of the Department. In the Public Works Department it is essential in each branch that candidates should be conversant with both languages. Were I to examine any candidate for the Department of Public Works I would give him a paper to translate from English to French, and another from French to English, respecting matters to be dealt with in the particular branch wherein he applied for employment, besides which I would put such questions as might be necessary to test his other qualifications.

1907. Have you given any consideration to the methods followed in Great Britain, France and Belgium, and studied the question with a view of applying the

same system in Canada, as far as practicable, *mutatis mutandis*?—I have given it very little consideration; although I am generally aware what the methods are, I do not consider that such methods are desirable so far as the Public Works Department is concerned.

*By Mr. Brunel:*

1908. Referring to your answer to a previous question, how would you determine who should be admitted to the examinations therein mentioned?—If the course followed in the past is to be the same in the future, we would deal only with persons named or recommended for examination by the Minister.

*By the Chairman:*

1909. How are promotions regulated in your Department; by seniority or merit?—So far only by merit, tested by officers of the Department.

1910. When vacancies occur in the better positions, do you consider that promotion thereto should be made from the ranks of those already in the Service, in preference to the appointment being conferred on some one from the outside world?—I have no hesitation in stating that in such cases the vacancies should be filled by officers in the Department, providing they are competent, and if not, from the outside. In our Department there are situations which would have to be filled by parties from the outside, such as the offices of the chief engineer and the chief architect.

1911. Are there not appointments made sometimes from the outside to lower positions than those you have named; has not this a tendency to discourage and make those in the Service less efficient?—Cases of such a nature have not occurred as yet in the Department of Public Works.

*By Mr. Brunel:*

1912. Do you think the present system of nomination to office for political considerations is calculated to secure as efficient public officers as might be had if political considerations were eliminated?—It is immaterial in my opinion whether such a system is continued or not, providing the candidates to the Civil Service employment in our Department are subjected to the examination before referred to by me in my answer to one of the previous questions.

*By Mr. Barbeau:*

1913. Has the Civil Service Act of 1868 been observed in your Department?—Not as regards examination of candidates before the Civil Service Board.

1914. What is the longest term of probation served by employes in your Department?—Some have been on probation for, say five years, that is to say, four years in the previous and one year in the present Department.

1915. To what do you attribute this unusually long term? Is it caused by the incapacity of the candidate?—In the former Department the persons on probation in the cases referred to could not be dispensed with; and were continued because they proved to be efficient officers. They would have been permanently appointed if there had been any vacancy in the permanent staff, or if the Minister had been at liberty to increase the staff.

1916. Does the present system of making appointments expose you to employ incompetent persons?—No inconvenience has been experienced as yet in that respect.

1917. Can you always count upon some of the subordinates in the service of your Department for promotion to higher grades when vacancies occur there?—Yes; in all the branches of the Department, excepting, as regards, the chief engineer, chief architect and superintendent of telegraph and signal service.

1918. If a clerk, at any time after his appointment, prove idle, and fail to perform the duties assigned to him in a satisfactory manner, would you have any difficulty in obtaining his removal?—In such cases, the Minister suspends or authorizes me to suspend the officer and to stop payment of his salary, until such time as he is convinced of the idleness, incompetency, or unfaithfulness of such officer. If he is proved to be guilty, he is dismissed.

*By Mr. Tilton:*

1919. Is the chief architect, and the staff which is permanently employed under him, paid from the Civil Government appropriation of the Public Works Department?—The chief architect alone is paid out of the Civil Government appropriation. His subordinates are not permanently employed; and they are paid out of the appropriation for the various buildings for which they are employed.

1920. Are the salaries of the persons referred to in the previous question subject to superannuation deduction?—None but that of the chief architect.

1921. Is it not the fact that some of them have been for years in the employ of the Department?—Yes; from five to twenty-one years, as regards the former departmental officers transferred to the present Department.

1922. Do you not think that persons having continuous employment in this branch of your Department should be classed as Civil Service employes, be charged superannuation, and borne upon the Civil Government pay-list of the Department?—I do not consider it would be advisable to classify all the subordinates on the chief architect's staff. It would be desirable, however, that his chief assistant and draughtsman should be permanently appointed.

1923. Please state the particular duties of the chief architect's staff, and under what heading the respective pay of each member appears in the Public Accounts?—They have to prepare plans, specifications and estimates, under the direction of the chief architect, for the various public buildings for which parliamentary grants are made. Their salaries are charged partly to the appropriation for Public Works generally, and partly to the buildings for which their services have been required. The names of the clerks comprising this staff appear on monthly pay-lists which are paid through James W. Harper, the paymaster of the Department. The amounts paid appear, for year 1878-79, in Public Accounts under the following services:—

Public Buildings generally, folio 248, Part II, J. W. Harper....	\$5,352 00
General Penitentiary, Maritime Provinces, folio 249, Part II, J. W. Harper.....	785 07
Public Buildings generally, folio 255, Part II, J. W. Harper....	3,036 00
	\$9,173 07

*By Mr. White:*

1924. Are there any other persons employed in the Department of Public Works at Ottawa, besides the staff of the chief architect, whose salaries do not appear in the Public Accounts, and who are not considered as members of the permanent Civil Service?—There are extra clerks who are employed from time to time whose salaries would not appear, probably, in the Public Accounts. This, however, I am unable to speak of with positiveness, inasmuch as the Department has been in operation for only about one year.

*By Mr. Brunel:*

1925. Have you not several employes in your Department who have been for many years in the Service at regular pay, but whose names are not to be found or traced in the Public Accounts?—As regards the present Department, this question will be answered by the Public Accounts when published, this being the first year of its existence. There are, no doubt, many officers employed as extra clerks or otherwise, in the chief engineer's branch especially, and also in that of the chief architect and superintendent of telegraphs and signal service, whose names are not likely to appear in the Public Accounts, because they are paid from the appropriations for the various works on which they are engaged.

*By the Chairman:*

1926. Will you state your opinion as to the present system of grading the officers and clerks, and whether the classification should be reduced?—Having considered this matter fully, I am of opinion that the present classification should be left as it is.

1927. Have you any officers or clerks who are unfit for service from ill-health or any other course?—There is but one officer, I believe, who has reached the age of

superannuation. Another of our officers has been suspended a short time on account of absence from his duties owing to inebriate habits.

1928. What is your opinion of the present system of annual increments of salary by process of time?—I am in favour of the present system providing the increase is granted to officers deserving it. I would refuse it to officers neglecting their duties.

1929. Is it not the fact that, as a rule, the increment of salary is given irrespective of the ability of the clerk or the manner in which he performs his duties?—As regards the present Department of Public Works, the Minister ordered me to omit from the list of persons entitled to annual increase one of the officers who had neglected his duties owing to absence without leave for several days. With respect to the former Department I am not in a position to give any decisive opinion having been employed most of the time on works outside of the Department.

1930. Have you a number of temporary clerks employed in some branches of your Department, and do you consider their employment desirable, that is as regards your Inside Service?—We have such extra clerks in the various branches of the Department and could not dispense with them. It would be desirable that some of those clerks should be permanently employed. As regards the others we engage them as occasion may require, especially for the preparation of the annual report, the parliamentary estimates and returns called for by the House of Commons.

*By Mr. White:*

1931. Would it not be practicable so to organize your Department as to render temporary employment for long periods unnecessary?—This is quite practicable as regards copying clerks, but we have very few of these. The other extra clerks generally have special qualifications, and the longer they remain in the various branches to which they are attached the more proficient they become.

*By Mr. Barbeau:*

1932. Would you furnish us with the average cost per year which your Department pays for advertisements, and the number of journals in which these appear?—1st. The amount paid during fiscal year 1879-80, being first year the Department of Public Works is in existence, for advertising, is \$1,643.00; 2nd. Number of newspapers in which the above advertisements appear, 88. 1880-81—Amount paid quarter, 30th September, 1880, \$1,554.12; number of papers, 54.

The Commission adjourned at 6 p.m.

TUESDAY, 26th October, 1880.

Mr. BAILLARGÉ's examination continued:—

*By the Chairman:*

1933. Is the nature of the work in your Department, especially in your Outside Service, of a technical nature, requiring special qualifications on the part of the officers employed?—The most of it is of a technical nature, requiring special qualifications, inasmuch as the Outside Service consists of surveys, laying out or estimating works in connection with buildings, breakwaters, telegraph lines, bridges, etc. The officers in the Department who are employed under the chief architect and engineer also require special qualifications for works of the same nature.

1934. Do you consider that you have attached to your Department any unnecessary branch or office, the work of which could be done in one of the more important branches or offices?—I consider that the office of paymaster should be placed under the chief accountant, and not form a separate office as at present.

*By Mr. Tilton:*

1935. Please state how the Department of Public Works is placed in funds to meet its current expenditure, how such funds are disbursed, and by whom official cheques are signed?—In the first place, the Department is authorized by Order in Council to expend the parliamentary grants, or such other sums as may be found indispensable. The works are ordered to be done chiefly by contract, excepting repairs or minor

works. The monthly estimates or accounts certified by the proper officer are afterwards sent in, examined and ordered to be paid by the accountant, who issues a certificate in favor of the contractor or otherwise. These go to the Auditor-General with a copy of the estimates, pay-rolls or accounts, as the case may be. If the latter is satisfied he orders payment on the bank. In cases of petty accounts for payment of extra clerks, and purchase of articles which cannot be supplied through the stationery office, etc., etc., the accountant pays the same by means of bank cheques, signed by the Deputy-Minister, and countersigned by him. In cases respecting the payment of the outside staff of laborers working in connection with dredging, and repairs done by day's labor, a credit is placed by the Finance Department to the Deputy-Minister, who draws upon the same to meet the requirements just referred to, the cheques being signed by him and countersigned by the accountant.

*By Mr. Mingaye :*

1936. Have you an officer in your Department called the mechanical superintendent?—What are his duties, and do they require special qualifications?—We have such an officer; his duties prior to the organization of the present Department of Public Works were connected with the machinery and apparatus required in the various public buildings for heating and gas-lighting, etc. When such machinery was required to be constructed or repaired, the matter was referred to the officer in question, whose duty it was to prepare plans and estimates for the work and afterwards to execute the same when ordered. Since the new Public Works Department has come into existence the mechanical engineer has been relieved of all buildings excepting those at the seat of Government, so far as the gas and heating services are concerned; but, on the other hand, he has been placed in charge of all machinery for dredging. The officer employed for such service must have special qualifications of a high standard—such as those possessed by the person now in charge of the mechanical engineering of the Department.

1937. Does this officer's salary appear in the Public Accounts?—No; for the reason that up to the present time this officer has not been placed on the permanent staff of the Department. His salary, together with the salaries of the officers and men employed under him, are either charged to the appropriation for "Heating Public Buildings" or to the "Dredge Service," or such other work in connection with which their services are required.

1938. Is it not a fact that he has the ordering of large quantities of supplies and material connected with the heating of public buildings throughout the Dominion, including the heating and ventilation of the Houses of Parliament and the public buildings at Ottawa, and also connected with the putting up of new furnaces in all public buildings?—Such may have been the case prior to the existence of the present Department. The mechanical engineer, as I stated before, is no longer in charge of buildings beyond the capital. No officer connected with the heating, lighting, or repairs to public buildings, or otherwise, is now allowed to purchase materials without previous application to and permission by the Department.

1939. Are not large sums of money dependent upon his properly looking after the working of dredges as superintendent, both as to wages or material or otherwise?—Yes; sufficiently so to require careful control by the Department.

1940. Does such officer participate in the benefits of the Superannuation Act?—He does not, for the reason that he has not been placed hitherto on the permanent staff.

1941. Do you think this officer and other similarly situated officers might be made permanent, and participate in the benefits of superannuation?—I do.

*By Mr. Tilton :*

1942. Referring to your answer to a previous question, as to the mode of making payments, do you consider the system of issuing certificates preferable to paying by departmental cheque?—I consider it safer for the Government, although it may be the cause of some delay to the public, for the reason that it takes several days to pay by certificate, whereas payment by cheque may be made on the day of presentation or the following day. Payments made by certificates through the Auditor-General are



safer, inasmuch as this officer is obliged specially to exercise constant watchfulness respecting the expenditure made chargeable to the various appropriations of Parliament in order to prevent any over expenditure not authorized by Parliament or Order of Council.

*By Mr. Mingaye :*

1943. Does not this system of certificates at times act unjustly towards some parties or others?—It does in some cases. The Auditor-General endeavors to pass the certificates as speedily as possible in the first place; but these frequently have to be sent to the bank which holds powers of attorney for considerable number of contractors, public officers and others. If the party entitled to receive money is absent, and neglects to notify the bank where he is, or if the bank neglects to notify him that it has received a certificate in his favor, several days or weeks may elapse before payment is made.

*By Mr. White :*

1944. With reference to your reply to a former question it would appear that, in your Department, payment is made by Department cheque for articles which are in other Departments paid for by the Accountant of Contingencies; can you say if this is the case?—My answer, as previously given, refers chiefly to articles purchased for the Outside Service, these being charged to the various special appropriations.

*By Mr. Tilton :*

1945. Is it not the fact that the powers of attorney to which you have referred are rendered chiefly necessary by the issuing of certificates?—It is.

*By Mr. Barbeau :*

1946. Are the books of account of your department ever inspected by the auditor, and has he ever suggested any change in the mode of keeping them?—Not that I am aware of.

1947. Is the attendance of your employés regular, and what means have you of enforcing it?—As much so as can be expected. Each officer must mark the time of his arrival in a book kept for that special purpose. If he absents himself, or arrives too late, he is notified, and suspended when necessary.

1948. Are any of the officers or clerks in your department engaged in business outside, and for which they receive payment?—No person.

1949. How are travelling expenses regulated and accounted for?—With respect to the Heads of the various branches of the Department, the practice has been to allow them \$3.50 per day for hotel expenses, exclusive of travelling expenses; certain officers in the Department and on the Outside Service, such as engineers and surveyors, are allowed \$35 per month and their subordinates \$25 per month. The various officers are expected to show the nature of their expenditure for the above purposes in monthly accounts, giving dates, names of places, etc.

*By Mr. Brunel :*

1950. Will you be good enough to explain how the employment of the extra clerks and others mentioned in the schedule furnished by you, and who are not on the permanent staff, is authorized?—Invariably by the Minister.

1951. Then, are those extra clerks not such as are referred to by the Civil Service Act, and whose employment, except by special Orders in Council, is prohibited?—Some of them are draughtsmen, and the rest of them are employed in connection with works in progress, to the appropriations for which their salaries are charged.

1952. Have you considered the operation of the Superannuation Act? If so, please state your opinion as to whether it is productive of economy in the Public Service or the reverse, and whether it operates fairly with reference to the civil servants?—I think it is beneficial to all officers of the Civil Service, that it is productive of economy, and that it operates fairly with reference to such officers.

1953. Has there been any case of superannuation in the Department of Public Works, as now constituted?—None as regards the officers—only one case, that of the Chief Messenger, on account of very old age.

1954. Have you the records, or any part of them, of the Department of Public Works, as it formerly existed, from which a statement of any superannuations under that order can be obtained?—Most of the records and plans connected with the various services under the new Department of Public Works have been transferred from the Department of Railways and Canals.

1955. Can you have prepared for the Commission a statement showing, so far as the affairs of the former Public Works Department have passed under your control, the effect of the Superannuation Act upon the cost of administering that part of the Public Service?—This may be done, probably, in the course of the present week. (*See Appendix O.*)

The Commission adjourned at 5:30 p.m.

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WEDNESDAY, 27th October, 1880.

MR. H. F. PERLEY, Chief-Engineer, Public Works Department, examined:—

*By the Chairman :*

1956. What is your position in the Department of Public Works; how long have you been in the Service in your present position, and please to state to the Commission the duties which you have to perform?—I am Chief-Engineer; have been in the Service since January, 1871. Have been in present position since 1st January, 1880. My present duties are to take charge of all the engineering works of the Department that relate to harbors and rivers. There is no fixed routine of duty, my services being likely to be called for at any time.

1957. Are the duties which the officers under your supervision have to perform mostly of a technical character?—Entirely so. My assistants must, of course, be engineers.

1958. How are these officers appointed; is there any examination as to age, moral character or capacity?—These officers are appointed by the Minister of Public Works; selected by himself for their fitness for the duties they have to perform. I suppose their characters are taken for granted; but they are not subjected to any examination. I presume the Minister knows from their previous record what their experience has been.

1959. Then you have to accept such officers as are found for you in this manner?—Yes; that is the case.

1960. Do you find that they are efficient and capable of performing the duties which they are called upon to perform?—Yes.

1961. Were you for some years Superintending Engineer of Public Works in the Maritime Provinces? While in that position were the officers appointed in the same manner as now?—I was in that position for eight years. The assistants I had were of my own choice; they were with me during the whole of that period.

1962. Is it your opinion that the system of employing officers followed by you in the Maritime Provinces was better than the one now pursued—more likely to secure efficient and capable officers?—Yes; if the same system were pursued here as was pursued in the past, under which I had the power of selecting my own assistants, I think it would be more satisfactory to me.

*By Mr. Brunel :*

1963. Is the Mechanical Engineer a member of your staff, or in any way subject to your control?—He is under my control to a certain extent; he has charge of the dredges of the Department now working in Quebec and Ontario; and that work is under my direction. He is placed at my orders when his services are required, by order of the Minister; and he is then entirely subject to my control.

1964. By the return placed before the Commission it appears that your assistant has been in the Service eighteen years at a monthly salary. Will you please state your opinion as to whether such an arrangement is preferable to an appointment on the staff of the Department?—Men should always be placed on a permanent footing

in the Department when their services are worth anything. My assistant has not been engaged in any engineering work under my control.

1965. Do you hold the same opinion with reference to the draughtsmen who appear to have been employed upwards of eight years at a per diem rate of pay?—Yes; I hold the same opinion.

*By Mr. White :*

1966. How many employés are there in your office at head-quarters; by whom are they appointed; and are they on the permanent staff of the Department?—There are but four attached to my office at head-quarters—the mechanical superintendent, the chief draughtsman, the assistant draughtsman, and one clerk. All are temporary appointees, and paid by the day. They have been some years in the Department.

1967. If not on the permanent staff, how are their salaries paid?—They are not paid on any regular pay-list, but their salaries are paid out of appropriations for particular works. I simply certify the correctness of their accounts, and have no knowledge of what appropriations they are charged to.

1968. Do you see any objection to placing all these men on the permanent staff of your Department?—I see no objection.

*By the Chairman :*

1969. What is the practice in respect of the letting of contracts and making payments for contract work?—Our contracts are let by tender duly advertised for. The tenders are submitted to the Minister, having been previously opened by the Deputy, and myself, or the Secretary in the absence of the Deputy. As a rule, the lowest tender, if satisfactory, takes the contract. Payments are generally made once a month; the work having been inspected by a local assistant, and the estimates certified by myself. They then pass into the hands of the accountant, and out of my control. Payments are made by cheque from the Finance Department, sent to the Department of Public Works.

1970. You have said that the contracts are awarded to the lowest, if satisfactory. Do you mean that the Department requires to be satisfied as to the ability of the lowest tenderer to carry out the contract before it is awarded?—Yes.

1971. Have you not a large staff in the Maritime Provinces; will you please to state the works in which they are at present engaged?—We have an engineer in charge of the harbor works and river improvements, who has an assistant and a clerk; and a superintendent of dredges and a clerk. The engineer has charge of the work under contract, and also charge of the works that are being carried on under days' labor; also the making of surveys and examinations for new works, or reporting on old works for extension and improvement. The superintendent of dredges has charge of the dredging operations and pays all the men employed. None of these men are on the permanent staff.

*By Mr. Tilton :*

1972. You have stated that for several years you were in charge of extensive public works in the Lower Provinces. Will you please state the mode adopted in making the payments connected with such works, by whom the funds for such payments were received, whether by cheques or credits, and how accounted for?—The works I had charge of were of two classes. Those under contract were paid direct by cheque from the Department, but not through me. In other cases I made payments directly myself. Up to the 1st July, 1879, the Finance Department placed cash to my credit for such works, and I paid directly by my own cheque. After 1st July amounts were placed in the Bank of Montreal to the joint credit of myself and the local auditor. I drew all the cheques and he countersigned them. The last system was the most satisfactory to me because it relieved me from all responsibility for cash, the cheques issued being *quasi* official. The next step was to submit to the Department the vouchers for the expenditure covering the amount authorized for the works. Under the last system a cheque appears for every voucher. This system exists still in the Lower Provinces.

1973. Have you ever experienced any difficulty as a result of making the direct payments by cheques referred to in your last answer, and will you be good enough to state whether, in your opinion, delays that at times entail serious inconveniences for contractors, might not be avoided by abolishing the issuing of certificates for payments?—To the first part of the question I would say I have never heard of any ill results arising from the method of payment mentioned. To the second part I would say, I think it is desirable to abolish the system of payments by certificates. By certificates here I mean the certificate or warrant issued by the accountant.

*By Mr. Brunel :*

1974. How are the engineers and superintendents in charge of contracts and of days' labor, to which you have referred, employed, and by whom are they selected?—They are employed from month to month temporarily, and are selected by the Minister.

1975. Do you have much work performed which has not been placed under contract?—Yes. In Prince Edward Island the vote for works is \$18,400, of which \$5,400 is done by days' labor. In Nova Scotia the vote is \$34,220, of which \$19,970 is for days' labor. In New Brunswick the amount voted is \$26,950, of which \$5,950 is done by days' labor. The vote for general repairs in the Maritime Provinces is \$10,000, and all that may be done by days' labor. In Quebec the vote is \$37,000, of which \$26,500 is done by days' labor. The vote for general repairs for Quebec is \$10,000, all which will be done by days' labor. In Ontario the vote is \$78,350, of which \$15,350 will be done by days' labor. The vote for general repairs in Ontario is \$6,000, all of which will be spent by days' labor. The vote for dredging in Ontario is \$8,000, and is expended by days' labor. The vote for dredging in Quebec is \$20,000, and the same rule applies. The vote for dredging in the Maritime Provinces is \$42,000, which is expended in like manner. There is also a vote for miscellaneous works of \$10,000, which will necessarily be expended by days' labor. The maintenance of piers below Quebec costs \$11,000, which is expended by days' labor. Also, the repairs of the St. Maurice works and the Saguenay slides.

1976. How are the people on such work employed, and how is material or machinery supplied?—In the case of a new work, application is generally made to the Member for the County, if in accord with the Government, to nominate a foreman, and his nomination is generally accepted. This foreman receives his instructions relative to the work he has to do, and the nature and quantity of the materials he has to purchase; and to follow the instructions of the Member as to purchases, and as to the employment of labor.

1977. Are these men usually selected with reference to their fitness and ability, and are they as a rule the best that could be had for the purpose?—In some cases they are not.

1978. What is your opinion as to the economy of having dredging done by days' labor as compared with letting contracts by the yard, or at a specific sum for the accomplishment of a specified result?—My experience is that work is done for about one-half what a contractor would ask for it, that is, where the appropriations for a work are not large.

*By the Chairman :*

1979. What is your practice as regards travelling expenses of yourself and staff?—All actual travelling expenses are paid by the Department, and accounts are rendered in detail. An allowance for hotel expenses of from \$1.50 to \$3.50 per diem is made in addition to moving expenses.

1980. How is the discipline in your branch and what penalty do you inflict for any breaches thereof?—The discipline is good; immediate dismissal is the penalty.

1981. Do you require your officers to keep diaries in the performance of their duty?—No; but they are required to report regularly.

1982. Have you in your employment any officers who from any cause are not well fitted to perform their duties, and whose services might advantageously be dispensed with?—The whole of my staff is temporary; and the places of some could be

filled by others whose knowledge and attainments being greater, would be of benefit to the works under my charge.

1983. Are the salaries which are paid proportionate to the duties, that is, fairly graded?—No; they are not. All are paid at the same rate, except one in the Lower Provinces, who should be paid more.

*By Mr. Tilton :*

1984. You have stated that you are of the opinion that persons who are employed continuously in the Department should be on the permanent staff. Do you not consider that this is specially desirable in the cases of the assistant engineer in the Department and other high-class officials?—I do consider it especially desirable. At present the whole of the staff is temporary, and may be discharged at any time. By having permanent assistants the Department would have men conversant with all the works done under the departmental control, and, with the experience thus gained, they would be better able to take charge of other works. I only refer to the employment of three assistants.

*By Mr. Mingage :*

1985. Is it not a hardship to the superior officers holding the highest positions mentioned by you, and who are not permanent officers, that by such a system they cannot partake in the benefits of the Superannuation Act?—I do consider it a hardship.

The Commission adjourned at 6 p.m.

THURSDAY, 28th October, 1880.

Mr. T. S. SCOTT, Chief Architect of Public Works Department, examined;—

*By the Chairman :*

1986. What is your position in the Service and how long have you held your present appointment?—Am the Chief-Architect, and have been in my present position since 1871.

1987. Will you please state the duties which you have to perform, and how many have you under your supervision and who are responsible to you?—I have all the local architects in the various cities and towns of the Dominion; also the various clerks of the works there are in the Outside Service. In the Inside Service there is a staff of sixteen persons under my control, according to the schedule sent in to the Commission.

1988. Are the duties which the officers under your supervision have to perform of a technical character?—Altogether of a technical character.

1989. How are they appointed; is there any examination as to age, moral character or capacity?—Some were appointed by the Minister without reference to me. Others were appointed by myself, with regard to their capability as draughtsmen. As to moral character I never enquire about it.

1990. Do you find those who are appointed without reference to you competent to perform their duties. Will you please to state your opinion as to their mode of appointment?—Some of the appointments, in fact most of those made by the Minister, are good; there are, however, exceptions. As to whether the arrangement is good or otherwise, I cannot give opinion, seeing that I do not know when the gentlemen are appointed. The Minister generally picks out the best men; this all refers to the Outside Service. As to the Inside Service, my opinion is at times taken, but not in all cases.

1991. With reference to the exceptions you speak of, are you obliged to retain men when once appointed?—I am.

1992. How are the salaries graded? Is the pay proportionate to the duties, or are some granted high salaries for work which might be performed by clerks who are paid a lower scale of salaries?—The salaries of twelve out of the sixteen persons referred to were, I may say, fixed by myself and approved of by the Minister. They were rated according to ability, some seven years ago, and no changes of any import-

ance have occurred. I would, however, wish to have an opportunity of re-classing them again, seeing that some are more efficient than others and work harder. The architects on the Outside Service, with two exceptions, are paid by commission on the cost of the buildings they are employed on. The clerks of works under these architects are paid \$75 to \$90 per month during the duration of the work. The one exception is an architect employed at Winnipeg; the other is employed at Kingston, Ont. The former is paid an annual salary; the other a daily one. There is another case at Dorchester, N.B., where the architect is paid so much per visit, his residence being in St. John, N.B.

1993. The sixteen employés of the Inside Service alluded to are temporarily employed, and not on the permanent staff; what is your opinion of this mode of engagement?—I would prefer them to be on the permanent staff, on the ground that I would have more power over them, and at the same time feel convinced that, their minds being easy, they would devote their talents to the work they had to perform. They would also, knowing the routine of the office and the system of doing the work, be far better assistants than those taken in from month to month, and liable to be discharged at the end of each month.

*By Mr. White:*

1994. Are there any officers in your Outside Service whose employment is continuous, and who could with advantage be permanently appointed?—As I stated before, we have but two officers in the Outside Service who are paid salaries, and one so much per visit. I cannot recommend that these gentlemen be placed on the permanent staff. By officers I mean architects.

*By Mr. Tilton:*

1995. Please state to what appropriations the pay of your staff (Inside Service) is charged, how they are paid, and under what heading the sums paid appear in the Public Works Departmental Report?—One from the Kingston and St. Vincent de Paul Penitentiaries; nine from Public Works and Buildings generally; six from Rents and Repairs; making a total of sixteen. The salaries are paid by the paymaster from a list prepared and certified by me. Ten names are sent in on a pay-list, and six send in individual accounts. I do not name the appropriation to which these payments are to be charged.

*By Mr. White:*

1996. Do you see any practical difficulty in testing by examination the fitness of the persons employed in your office for the general duties assigned to them?—No; I do not.

*By the Chairman:*

1997. What is your opinion of the utility of a system of examination before candidates are appointed?—I have had no experience in any examination of this kind; but judging from what I have learned from the public papers in England, I have come to the conclusion that the man who gets the most marks is not always the best officer. I refer to the general examinations as to educational qualifications and not to examination on technical qualifications.

*By Mr. Brunel:*

1998. Have you examined the examination papers of the Civil Service Board, London, for candidates for admission to Her Majesty's dockyards, and for employment in the Scientific Institutions?—No; I have not.

*By Mr. White:*

1999. How then would you proceed to ascertain which one, of a number of men, was best qualified to fill a particular position?—I would proceed by asking, 1st, a series of questions on practical work; 2nd, by demanding the production of proof of qualifications in the shape of drawings, &c.; and, 3rd, by finding out the experience he had on either private or public works.

*By the Chairman:*

2000. Although your opinion is that a candidate receiving the greatest number of marks does not necessarily make the best officer; your opinion is in favor of an examination suited to the duties to be performed?—Certainly.

*By Mr. Tilton :*

2001. Would it be possible to effect any considerable saving in the cost of heating, lighting and cleaning the public buildings and taking care of them generally?—As to heating, the cost is now being reduced to a minimum. As to lighting, I have given instructions to reduce the size of the burners in the Parliament Building. As to cleaning, I know nothing, that being under another Department. The care of the buildings is in the hands of the police.

*By the Chairman :*

2002. How are travelling expenses paid, and what is the practice in respect thereof?—I may state that all the expenses of the staff, including my own, are charged under certain heads. 1st, rail and boat; 2nd, hotel expenses, ranging from \$2 to \$3.50 per diem; 3rd, cab hire to certain persons; 4th, incidentals, such as telegrams, and, as to which we trust the integrity of the officers. The expenses, with the exception of my own, are generally charged to the buildings which officers are visiting.

*By Mr. Tilton :*

2003. Will you please state how an estimate or an account is dealt with after being certified by you?—Generally, I send an account first to the Secretary; from him it goes to the Deputy, who lays it before the Minister, who orders payment or otherwise. Then it is handed to the Deputy, who sends it to the accountant, who makes out a certificate which is sent to the Receiver-General, who furnishes a cheque and sends it either to the bank, providing the party has left a power of attorney, or to the accountant or secretary of the Department. This process occupies about eight days.

2004. Has it not happened that delays have occurred, involving serious inconvenience to contractors in making payments by the certificates referred to in your previous answer?—Judging from the letters I receive on account of the delay of payments, I should say that more than inconvenience, that loss, has arisen.

2005. Do you not think these delays could be avoided, under a different system, without prejudice to the Public Service?—I do.

2006. When you receive a progress estimate, for work being done elsewhere than at Ottawa, by whom is such estimate certified and forwarded to you?—By the local architect, when one is employed, or by the clerk of works when there is no architect.

2007. Do you always accept the certified estimate of the local architect; and have you any check over his recommendation?—Every estimate received in my office is checked; and, if found correct, passed and certified. If incorrect, the attention of the architect is at once drawn to the incorrectness. On several occasions I have had to refuse them. I have photographs taken of the buildings from time to time, as a further check; and compare the same with the quantities taken out in my own office.

2008. Does it ever happen that after being referred back to the local architect, for further explanation, the estimate as first sent to you is paid?—Yes; if his explanations are satisfactory, or the facts are laid before the Minister by a special order.

2009. Can you suggest any means by which the delay involved in an estimate being referred back, and in consequence serious loss resulting to a contractor, owing to the inaccuracy of your own officers, could be avoided?—To avoid this injustice I sometimes recommend advances.

*By the Chairman :*

2010. Have you any men who from any cause are not well fitted to perform their duties and whose services might be dispensed with?—All the Inside Service perform their duties in a satisfactory manner. I cannot do with a less staff than I have at present.

*By Mr. Tilton :*

2011. Do you not think it desirable that such officers of your staff as are continuously employed should be included with those in the Service who pay a superannuation tax?—I do.

Mr. OCTAVE DIONNE, Accountant of the Public Works, examined :—

*By the Chairman :*

2012. You are in charge of the Accountant's Branch in the Department of Public Works. How long have you been in the Service and in your present position?—I have been sixteen years in the Service and ten years in the Accountant's Branch, but in my present position only ten months, since the division of the Department.

2013. How many clerks have you under your supervision responsible to you?—Two.

2014. There is an office in the Department of Public Works called the Paymaster's office. Would it not be more convenient if this office was attached to your Department?—I think it would.

2015. Have you any control over that office?—Some payments are made through the Paymaster, and he has to send vouchers to the Accountant's Branch.

2016. Do you sign any cheques? If so, please state for what service?—I only countersign cheques; for any service except in the case of letters of credit issued at different times in favor of the Department, to pay petty accounts; amounting in the aggregate in each year to about \$75,000 to \$80,000.

2017. Are not a considerable number of the payments of the Department made by certificates?—All the payments, except the sums mentioned, are made by certificate.

*By Mr. Taché :*

2018. Would you prefer to submit all payments to the system of chequing out from letters of credit, to the present system of having your accounts paid by the Finance Department in certificates?—It would, I think, save time in making payments. There may, however, be some reason prevailing with the Auditor-General to maintain the present system.

*By Mr. Tilton :*

2019. Does it not happen that persons receiving payments from the Department are seriously inconvenienced by the delay in making payments by certificates?—It does sometimes happen.

*By Mr. White :*

2020. Is there any regulation defining the particular classes of payments which are made by you by cheque, by the Paymaster, and by certificate?—There is no particular rule in our Department. We make it a point in our Department not to issue cheques for more than \$100 at a time. The paymaster pays the pay lists.

*By Mr. Mingaye :*

2021. As payment by certificate has been the system for some years past, can you state whether any complaints have been made to the Department as to acts of injustice and inconvenience arising therefrom?—The system has been in operation for years; long before I came into the office. I have seen letters of parties complaining of the delay in payment. It cannot be otherwise under the present system.

2022. Has a better system of payment ever occurred to you than the present one?—The best system would be letters of credit. This would at least save time in making payments.

*By Mr. Brunel :*

2023. Are you of opinion that the contractors are the only losers by the present system of payment, or do you think that as a rule they consider it in making their prices and so place the loss ultimately on the public treasury?—I do not think so.

2024. Do your accounts include expenditure of every sort besides casual revenue?—Yes, expenditure of every sort except the payments to the staff of the Department, which, as I said before, are made by the paymaster, and should appear in his books.

2025. Are your books and accounts examined by the auditor?—I cannot say that the books are examined; but statements are rendered, and sent monthly, from our books to the Auditor-General for inspection.

*By Mr. White :*

2026. With reference to your reply to a previous question, will you be so good as to give an outline of the duties of the paymaster of your Department?—When a



payment is made to the paymaster he has to personally make the payments, or send the money when he cannot go.

The Commission adjourned at 5:30 p.m.

FRIDAY, 29th October, 1880.

Mr. J. W. HARPER, Paymaster of the Public Works Department, examined:—

*By the Chairman :*

2027. What is your position in the Department of Public Works? Will you please tell the Commission the nature of your work?—I am Paymaster of the Department of Public Works. My duty is to make payments in connection with the public buildings at any place within the Dominion, surveys of harbors, dredging and minor works generally, fortifications; in fact, all works which are not let by contract.

2028. Will you please to tell the Commission the aggregate amount which you have to disburse yearly?—The total amount is between two and three hundred thousand dollars per annum.

2029. Have you a separate office or one specially set apart for yourself in the Department?—Yes.

2030. Do you keep any books of accounts; if not, how are the disbursements made by you recorded and accounted for?—I have no books but a cheque-book and a bank pass-book. When a payment is ordered to be made a warrant is issued in my favor and placed to the credit of the paymaster in the Bank of Montreal. I draw cheques in favor of parties at places where a bank agency exists, and send bank bills by registered letters where there are no agencies. The pay-lists are paid individually to the parties named therein. When these payments are made the pay-list or accounts, as the case may be, are handed to the accountant of the Department, who credits me with the amount so paid.

2031. Do you not think it would be more convenient if the work of your office was done in the accountant's office?—No, I do not think so, as a great many people (work-people and persons from the Ottawa River staff, Rideau Hall, even from Toronto and Montreal) come to my office for payment, and this would interfere with the accountant's book-keeping.

*By Mr. Tilton :*

2032. Do you have anything to do with payments that are made by certificates?—I have nothing to do with them beyond sending the certificates to the Warrant Office.

2033. Under what heading does payments made to persons employed in the Public Works Department at Ottawa appear in the Public Accounts?—These payments are chargeable to the works on which they are employed. The names of the persons do not appear in the Public Accounts.

2034. Do you not think that persons in the Department who are continuously employed should be permitted to pay superannuation deduction, and that their names should appear as being in the employment of the Department?—I do think so. They are virtually permanent employes, and fully entitled to superannuation. Their names should, I think, also appear in the Public Accounts in the regular way.

*By the Chairman :*

2035. You always take vouchers for every payment you make; what disposition do you make of the vouchers?—I hand them to the accountant of the Department, who credits me with them.

## FINANCE DEPARTMENT.

Lieut.-Col. THOMAS ROSS, Accountant of Contingencies, examined:—

*By the Chairman:*

2036. Will you kindly tell the Commission how long you have been in the Service in your present position, and what are the duties appertaining to it?—Am in my 42nd year of service. Have been 22 years in my present position. My duty is to pay the contingencies of the Public Departments.

2037. Will you please to state in detail the various services which are paid for under the general head of contingencies?—Under the authority of the Act 31 Vic., chap. 35, it is enacted that contingencies shall consist of:—1st, subscriptions to and advertising in newspapers; 2nd, the purchase of books of reference, maps, etc.; 3rd, telegraphing; 4th, postages, freight and express charges; 5th, wages of charwomen and other expenses of cleaning offices; 6th, travelling expenses, including cab hire; 7th, extra clerks, to the extent only sanctioned by the Civil Service Act; and 8th, petty expenses.

2038. Are the conditions so set forth in this Act strictly adhered to?—They are at present.

*By Mr. White:*

2039. Do not several of the Departments pay more or less for the several items included under the term of contingencies, and included in their Departmental expenditure?—Yes, that is the case. Advertisements relating to the Outside Service are not held, I think, to be contingencies within the meaning of the Act. The Public Works Department also pay all their advertising accounts.

*By Mr. Tilton:*

2040. An account being sent you for payment, duly certified by a Deputy Head, which, in your opinion, was not a charge against contingencies, would you refuse to pay it?—I would now.

*By the Chairman:*

2041. Are we to understand that the conditions of the Act have not always been complied with?—Yes; in many particulars the spirit of the Act was broken repeatedly till the appointment of the present auditor, who insisted on the Act being carried out.

*By Mr. White:*

2042. Are there other items coming within the term "contingencies," as defined by the Act, which are paid for and charged in the general expenditure of the Departments?—Not to my knowledge.

*By the Chairman:*

2043. Are you accountable to the Finance Department or to the auditor in the payments made by you?—I am accountable to the auditor and send him monthly accounts.

2044. By what authority are you placed in funds for your expenditure?—I apply direct to the auditor. Formerly, I applied to the Minister of Finance.

*By Mr. Brunel:*

2045. Do I understand you to say that some of your payments are audited before and some subsequent to payment. If so, please state the rule by which the distinction is made?—I can only say that if I am in doubt I go to the auditor. Before I make some payments I consult the auditor as to whether he thinks they are contingencies or not. If he does not object I pay them.

*By the Chairman:*

2046. Have you anything to do with the stationery office now, or had you at any previous time?—I was instrumental in having the stationery office established; and had charge of it for some years. The saving must have been at least \$100,000 per annum.

*By Mr. White:*

2047. You have, in reply to a former question, stated that the payments to charwomen and laborers employed in cleaning in the public departments are made by

you. Can you say by whom these persons are appointed and under whose control their work is performed?—The men are appointed by myself on the recommendation of members of Parliament to the Ministers. The men have been almost continuously employed. The women are now appointed under the control of the Secretary of State. I think the employment and payment of these people should be under the control of the Deputy Heads of the various Departments. That is now the case, so far as the Post Office Department is concerned, and it works satisfactorily.

*By the Chairman :*

2048. Can you tell the Commission how much you pay annually for these services?—About \$1,000 per month. The whole payments of the office (for contingencies) amount to about \$10,000 per month.

2049. Have you given any consideration to the system pursued in making first appointments to the Service or promotion therein, if so, will you state your opinion in relation thereto?—From my experience I would say that all first appointments to the Service should be made of young men; and that the prizes of the Service should be reserved for those in the Service who are most worthy of them in regard to zeal and attention to their duties. Of course, exceptions will occur when men have to be appointed, for special qualifications, from the outside.

*By Mr. White :*

2050. By whom are the accounts for Departmental printing and stationery paid?—The stationery is paid for by the stationery clerk; the printing accounts are paid on weekly estimates, by the Auditor-General.

2051. Are these items not included in the contingencies as defined by law?—No; but they are charged against the vote for contingencies.

*By Mr. Tilton :*

2052. Do you not think the operation of the Superannuation Act might be fairly extended so as to provide for limited annuities to the wives and children of deceased civil servants?—Yes; most certainly. With relation to superannuation in general, I think the Act might be amended so as to give the Government power to take into consideration individual cases, such as those of members of the Civil Service who have served beyond the legal term, who might be allowed to retire on full pay or on an increased allowance.

*By Mr. Brunel :*

2053. Will you be good enough to state what advantage arises to the Public Service from the present system of paying departmental contingent accounts, as compared with the system which prevails of paying the Outside contingencies directly by the respective Departments?—It seems to me simplify matters. It gives one account where there would have to be thirteen.

The Commission adjourned at 5:30 p.m.

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TUESDAY, 2nd November, 1880.

Prof. CHERRIMAN, Superintendent of Insurance, examined :—

*By the Chairman :*

2054. Will you please state your position in the Service?—I am Superintendent of Insurance.

2055. You have given the question of superannuation and provision for the wives and children of deceased civil servants some consideration?—I have. Some time ago I drew out, for the information of the Civil Service Board, a scheme of life insurance for the members of the Civil Service.

2056. Will you kindly favor the Commission with your views in writing?—I will.

*By Mr. Brunel :*

2057. Are you acquainted with the present regulations in the United Kingdom respecting admission to and promotions in the Civil Service?—Not fully; but have given the subject some consideration.

2058. Have you formed any opinion as to the expediency or possibility of adopting similar regulations with reference to the Civil Service of Canada?—Yes; my idea would be to have an entrance examination for the various Departments providing a minimum of requirements for entrance. Subsequently, promotion should be within the control of the permanent Heads of the Departments.

2059. In speaking of examinations, do you refer to pass examinations or competitive examinations?—I refer to a pass examination.

2060. How would you regulate the admission of candidates to such examinations?—I should admit anyone who produced good certificates of character, with certain limitations as to age, depending on the nature of the service.

2061. Assuming that there were five vacancies, and that twenty candidates passed the examinations, how would you select the five for appointment?—I think some plan could be adopted whereby another examination could be provided by which some of those who passed should compete again, the selection of the competitors in this case being made by nomination. I assume that the results of the previous examination would be considered in making the selection.

2062. By whom do you think such nominations should be made?—By the Heads of the Departments.

2063. Do you think such a system would sufficiently eliminate political influence?—No; but I think it is as far as we could go in the present state of things. It is not, of course, the best plan; absolute competition would, in my opinion, be the best.

2064. What is your opinion as to the possibility of testing the fitness of men for the Service generally, or for any special duties, by examinations conducted by persons well qualified for the duty of examination?—I am not aware of any difficulty.

2065. Do you think a system of competitive examination would, as a rule, indicate the fittest of a number of candidates for the performance of the duties with reference to which the examinations are held?—Yes.

2066. Have you had considerable experience in connection with the examinations at the universities, and have they been of a competitive character?—I have had such experience. The examinations have always been competitive.

*By Mr. Taché :*

2067. Would you recommend permanent appointments to be made at once, or to be subject to a probationary stage before being confirmed?—Certainly, to a probationary state.

*By the Chairman :*

2068. Your opinion, then, is in favor of appointments by open competition and the abolition of political patronage in making appointments to the Service?—Entirely so.

2069. What, in your opinion, is the most suitable age for first entrance into the Service?—As a general rule, from 18 to 21. For special kinds of work the age would, no doubt, have to be higher.

*By Mr. Tilton :*

2070. Do you think that a candidate who passed a high-class examination would, as a matter of course, make the best civil servant?—As a general rule, I think they would.

*By the Chairman :*

2071. You are aware that in England there is a Civil Service Board for regulating appointments and promotions in the Service there. What is your opinion in regard to such a Board for the Civil Service of Canada?—If the principle of competition were adopted such a Board would become a necessity.

2072. If such a Board was appointed by the Government in the same manner as the Judges are appointed—men free from political influences—do you not consider that would help to bring about a reform in the present system?—Yes.

## DEPARTMENT OF AGRICULTURE.

Mr. DOUGLAS BRYMNER, examined :—

*By the Chairman :*

2073. What is your position in the Department of Agriculture?—I am archivist, having charge of the historical records of the Dominion.

2074. You were a member of the Committee appointed at a meeting held in 1876 of the whole Service to consider the question of superannuation and allowances to widows and orphans of civil servants?—I was. I may state that at a meeting of the Committee Mr. Courtney, now Deputy Finance Minister, and myself were appointed to draw up reports as to the laws relating to these subjects in other countries. Mr. Courtney took the English and I took the foreign systems; and we prepared reports accordingly, which were printed and distributed among the Service. At one of the meetings subsequent to our appointment Mr. Cherriman was asked to prepare a scheme of insurance for the benefit of the Service, which was prepared and printed with other reports. After these reports were prepared I was requested by the Committee to prepare a draft report on the whole subject, which was submitted by the Committee to the Service generally without any opinion being expressed by them on the subject.

2075. Will you kindly furnish the Commission with the reports to which you allude?—I will do so.

*By Mr. Tilton :*

2076. Will you be good enough to state whether you would prefer a system of life insurance, coupled with the Superannuation Act, for civil servants, or a system which would provide limited annuities for their families?—I would prefer the system which would provide annuities for the wives and children of deceased officers. A very large number of railway companies in France, and the Grand Trunk in Canada, provide such annuities. The Grand Trunk Railway Company of Canada contributes a sum equal to the whole amount obtained from the deductions made from the salaries of their officers and servants. In the report for December, 1879, the contributions from members amounted to \$20,750.37; and the Company contributed \$20,750.37. The same proportion is given on the Northern, Eastern and Western Railways of France. In the Orleans Railway of France the superannuation is paid by the Company entirely. The general Assurance Companies of France make no deductions from the pay of their officers; one-twentieth of the net profits of the company are taken and apportioned to the credit of each officer and clerk, and each man is allowed four per cent. interest on the sum thus apportioned. In all these cases the widows and orphans have the right either to a proportion of the pension or else to the amount at the credit of the deceased official. I prefer to mention public companies as being a proof that this question is dealt with as a matter of economy and efficiency in the administration of their affairs.

2077. Please state on what basis you think the limited annuities for which you have expressed a preference might be determined?—The basis would depend on the average salaries of the officials. I think that the annuity should extend to the death or re-marriage of the widow and up to the majority of the youngest child.

*By Mr. Taché :*

2078. Whatever the scheme adopted may be for the relief of families of deceased civil servants, is it or is not, in your opinion, of absolute necessity that it should extend to all permanent employes, irrespective of age and position?—Certainly it should be general.

2079. Should it be found impracticable, under the present circumstances, to have the State to provide or contribute for such relief, would you favour a compulsory system, the expense of which to be defrayed by contributions deducted from salaries?—Yes; the non-compulsory system has been tried, on a limited scale, in the shape of Civil Service Benefit Societies, which have been most unsatisfactory in their working.

The Commission adjourned at 5:30 p.m.

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 CUSTOMS DEPARTMENT—(Continued).
 

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THURSDAY, 4th November, 1880.

Mr. HENRY KAVANAGH, Inspector of Ports, examined:—

*By the Chairman :*

2080. Will you please state your position, how long you have been in the Service and held your present position?—I have been about 29 years in the Service, and about 14 years in my present position. My present position is that of Inspector of Ports.

2081. What is the extent of country over which your inspectorship extends?—At present from Kingston to the Magdalen Islands. It is called the Central Division.

2082. Are you enabled to overtake the work, or is the district of country over which your inspectorship extends too large for the proper and efficient performance of the duties?—I think the district is not too large. I consider myself quite capable of attending to it. I visit each of the ports and outports once a year. I consider that is often enough, as the ports are in good order.

2083. Have you been put in possession of detailed instructions respecting your duties as inspector? Are you furnished by the Department with a printed form of report in blank, to be filled in by you as you inspect each port or Customs House?—No. I have, however, a copy of each order issued by the Customs Department.

2084. Do you find the business is properly conducted and the officers well up to their work, or are there many or any irregularities?—I can only reply, generally, that the officers are up to their work. Sometimes they do not perform their duties or do not carry out their instructions. That may be accounted for by the fact that some of the men are but lately appointed and not sufficiently instructed in their duties.

*By Mr. Brunel :*

2085. With reference to the officers who you say have failed in their duty from inexperience, how were they brought into the Service?—I should say on the recommendation of the members supporting the Government.

2086. What positions have the officers you refer to held in the Service?—Generally landing waiters; sometimes collectors.

2087. Will you be good enough to state when you last inspected each of the Ports of Montreal, Quebec and Kingston?—I inspected Kingston about four months ago; Quebec in mid-summer; and Montreal not for some time, about three years. There is, however, no month that I have not to make partial inspections at Montreal. I have not thought it necessary to inspect Montreal thoroughly as the officers were, I thought, first-class men.

2088. How long previous to your last inspection of Kingston did you inspect that port?—About a year before that.

2089. Please explain, in some detail, your method of inspection, stating to what extent you check the books and work at each port, and the time devoted to the several places?—I compare all the leading books, such as the cash book, with the daily register, or surveyor's receipt book, and with minor account books. I check the cash book by the deposit receipts. I compare the cash book with the original entries; examine the warehouse book where there is a warehouse, going over every page; see that the quarterly balances are brought down of each kind of goods and properly transferred from page to page. Where there is no manifest book kept I see that the reports are numbered consecutively; if any are not on file I find out the reason. Then, that the number of entry is recorded on the margin opposite each item of goods—this for 2, 4 and 6 months, or whole year, according to importance of the port; where there is a manifest book, I go over each page to see that all entries have been passed; if some have not I make a list and go to warehouse to see if they are on hand there, and if not why not. I bring documents from one port to

another to check, compare or enquire into. I frequently bring invoices from ports, if I suppose there is under valuation or false discounts, to submit to appraisers of Montreal or the Board in Ottawa. I make 3 or 4 to 10 or 12 pages of minutes at each port, and bring the book with me on next inspection to see if directions carried out, or what was wrong made right. In addition to verbal, I frequently leave written instructions. I have to examine into navigation laws and registration of vessels, changes of master, mode of recording them, production of proper papers with vessels, licenses, cargo books and clearances, how treated; inspection of steamers, if done. I see each officer at his work and examine its performance at each port. I see that the officers' names are recorded daily in the appearance sheet of the larger ports, and hours of attendance. That none are absent without leave or a doctor's certificate. Administer oath of office to each officer on appointment or promotion, down to the messenger and packer. Examine the invoices for a month to six, to see that they are signed by importer, and say what I know about discounts and prices. Have a few times made seizures myself, but generally direct it to be done. See that the officers do not receive too much or too little for extra service, and the nature of it. When the goods are removed ex-warehouse, or exported out of the Dominion, I see that cancelling certificates are filed to show that the goods were received at other ports or properly exported to a foreign country. I do not check *all* the original documents at a large port, taking only say three months or six months of them, according to the size of the port. I check the warehouse books generally with the daily register, where there is one, and where there is not one, by the original entries for warehouse, to see that all the goods entered for warehouse have been correctly transferred to the proper personal accounts; examine the tonnage books to see that arrivals and clearances are properly recorded; examine the exports to see that the books are properly kept. The latter is troublesome work on account of the different views taken by collectors as to what constitutes their exports. As to the time occupied, Montreal, at my last inspection, occupied a month; Quebec, generally, takes two weeks; Ottawa, about ten days; Kingston, a week; other medium-sized ports take about three days, and smaller ones one day, generally speaking.

2090. How many ports have you in your district?—The number of ports in my division is 31, and 37 outports and stations; making 68 in all.

2091. To what extent do you inspect the bonded warehouses, and do you ascertain in all cases whether the quantity of goods in warehouses corresponds with warehouse ledgers?—I take a copy myself of the balances of each kind of goods of each account from the warehouse book after ascertaining that it is correct; and at ordinary sized ports, I go to the different bonded warehouses and check the list of balances with the goods in stock. At large ports I take two or three or perhaps four bonded warehouses and check them as before mentioned. I have sometimes found that they did not correspond, and took steps to regulate the difference by having entries passed to the day of inspection.

2092. When there is a deficiency of goods in warehouses as compared with the warehouse ledgers, are you satisfied with [the passing of clearing entries, or do you bring such irregularities under the notice of the Department?—When there is anything wrong I censure the officers and report the facts to the Department.

*By Mr. Tilton :*

2093. When at a port making an inspection, would such fact not be usually known to proprietors of bonded warehouses?—I cannot tell whether they would know it or not. My name is registered at public hotels as usual.

*By Mr. Brunel :*

2094. Do you gauge or test spirits in bond when inspecting warehouses?—On some occasions I have gauged liquors in bond. On two occasions I found errors, one of them amounting to a thousand dollars, which I reported. The money has been paid, and also a fine of five hundred dollars. But as a general thing I do not test liquors in bond.

2095. How then do you know whether the proper quantity of spirits is in bond?—I go by the packages. If the packages are all right I take it for granted they contain what they are entered as containing.

2096. Is it three years since you inspected the warehouses at Montreal?—It is.

2097. Since then, have any goods been irregularly or fraudulently removed from any of the bonded warehouses?—Yes; I have heard of several, and I know of one instance myself. I am aware that the Commissioner of Customs, about nine or ten months ago, ordered the Surveyor of Montreal to examine each bond containing goods subject to specific duties, to see that they were correct as to quantity and quality; to open some of the casks to see if the quantity was correct. A couple of months after that order I asked the Surveyor if he had complied with it. He said that he had in a few instances, but had not had time to do more. Subsequently, I asked him again. I think his answer was that he had examined a few more, but had not had time to do so with all. He may have done so since. I mention this as a reason why I have not myself examined the bonded warehouses in Montreal, as I know that the Surveyor, on whom I could depend, would do the work correctly and satisfactorily. I mentioned to the Surveyor, on one of those occasions, that I was going to examine some of his bonded warehouses. He replied that if I should do so, he would throw the examination up, as it would be like taking the whole thing out of his hands.

*By Mr. Tilton :*

2098. Is the examination of bonded warehouses a part of your duty under the instructions issued to you by the Customs Department?—It is my duty to do so as far as I can.

*By the Chairman :*

2099. You have stated that the Port of Montreal has not been inspected by you for three years, except in a partial way; that you had heard of several irregularities in bonded warehouses and knew of one; that the Commissioner had given instructions that all bonded warehouses in which goods subject to specific duty were stored should be inspected; and that when you asked the Surveyor whether the orders of the Commissioner were being carried out, his answer was that it was only partially done owing to want of time; and that when you proposed to examine a couple, he said that he must be allowed to do the whole work. Will you state what steps you then took to protect the Revenue?—With reference to my inspection of Montreal, I think it is nearly three years since I gave it a general inspection. But, as I said before, I have gone in to enquire into particular branches, about once a month; on some occasions being occupied several days. With reference to the examination of the warehouses of Montreal having been placed in the hands of the Surveyor, with special instructions to perform the work thoroughly, I did not deem it necessary to enquire into the matter further, but intended to do so this fall or winter.

*By Mr. Brunel :*

2100. When the Surveyor of Customs at Montreal made the reply to you in reference to the inspection of warehouses, which you have just now stated, did you understand that he resented your proposal to inspect the warehouses, or that he simply desired to complete himself an inspection which he had commenced?—I think he simply desired to complete an inspection which he had himself commenced.

2101. Can you inform the Commission whether the Surveyor is sometimes acting collector; to what extent he is so employed, and whether such employment interferes to any considerable extent with the performance of his regular duties as Surveyor?—I am aware that he is frequently in charge of the port as acting collector, not only when the collector is absent on leave, but also at other times. I believe it does interfere with his duty as Surveyor.

2102. With reference to your answer to a previous question as to the trustworthiness of the Customs officers in your survey, are you not aware that officers who were thought to be entirely trustworthy have become defaulters for large sums?—I know of one instance where a collector, whom I supposed to be an honest and honorable man, was found to be deficient in a large amount, and also his cashier. In



the instance I refer to I discovered the first deficiency three or four years ago, and then took such steps as I believed would be successful in stopping it for the future, which steps, on my reporting the circumstances, were satisfactory to the Department. I ceased to be inspector of that port about a year after. I have found, on perhaps seven or eight occasions, instances where the cash had been made use of by officers, chiefly collectors, in whom I had confidence. On each of these occasions I took steps to have the deficiency made good before I left the port, and reported all the circumstances to the Department. I have also found delinquencies among subordinate officers, such as lockers giving out goods without warrant. On one occasion I suspended three of the officers and reported. I recollect another case of defalcation in Upper Canada. The officer was dismissed. It arose by the suppression of entries and invoices by the collector. It was discovered by the Commissioner himself from information or suspicion. It was generally supposed that the man was deranged; he died subsequently in a lunatic asylum. On my previous inspection of his port I had found the reports in disorder, but as it would take a month to regulate them I left orders to have them arranged without delay, and I reported to the Department.

2103. In the cases you have mentioned of defaulting collectors, were they retained in the Service after you reported them to the Department?—In four instances the collectors were dismissed; in another the Collector had just died, and in another the collector was suspended, and afterwards superannuated. In the rest of the cases the men were retained in the Service. I may add that I believe, in regard to these latter cases that the parties so retained did, in fact, intend to return the money of which they were in default, and that, I suppose, was the reason they were not dismissed.

2104. With the experience you have mentioned, do you base your opinion as to your ability sufficiently to inspect your district on the reliance you think may be placed on the honesty of the officers?—Everything considered, I think I am capable of inspecting my present division.

2105. Do you consider the existing Customs regulations respecting the construction of bonded warehouses sufficient for security?—I consider the late regulations, a copy of which I will put in, are sufficient; and that since they were promulgated, new bonds are in conformity with them. It has been considered by the Commissioner that bonded warehouses already in existence should not be compelled to come under the new provisions.

2106. What is your opinion as to the necessity or expediency of requiring other security than that of the principals or owners of the goods warehoused for the duties to which they are liable?—It, perhaps, would be necessary to have another solvent person give security in addition to the proprietor of the goods.

2107. What is your position in relation to collectors and other officers of Customs; do you exercise any control over them; are you their superior officer, and have you authority to direct them in the performance of their duties?—My position in relation to Collectors and other officers is, I think, that of a superior. I exercise control over them to any extent I think proper, in regard to making enquiries and demanding answers. I do not think I have authority to direct them in the discharge of their duties, but only to offer recommendations, which I generally do in writing; and if they are not followed, I report on my next inspection. I have authority to suspend an officer if the security of the revenue required it; and I have acted on that idea, having once locked a Customs house and put the key in my pocket, and then placed it in charge of an officer from another port.

2108. Do you report the result of each inspection to the Department?—I did so for many years, till the last year and a half, when the Commissioner said it was not necessary unless there was something special to report.

*By the Chairman:*

2109. You have stated your belief that some of the defaulting officers who were not dismissed intended to make good the money appropriated by them; as a matter of fact did they do so, and did the others who were dismissed?—Those who were retained did make good the defalcations before I left the port. One of the dismissed

did not make his defalcation good; the other has partially done so; and not being any longer inspector of the Division I cannot say whether the third refunded or not.

*By Mr. Barbeau:*

2110. Will you state if there were sureties for the defaulting officers who could not repay the sums abstracted, and if any thing was collected from those sureties?—Having reported the circumstances I am not in a position to know whether the Department prosecuted on the bonds or not.

*By Mr. Mingaye:*

2111. Would not some defined rules of instruction supplied to all the inspectors greatly facilitate their carrying out their duties?—It would to those who are not supposed to be acquainted with their duties already, such as newly appointed inspectors without previous experience.

2112. Does not the want of such rules tend to weaken the usefulness of any inspection, by leaving the Inspectors uncertain as to the powers placed in their hands?—Yes; if the inspectors were uncertain.

2113. Do you find that the clerks in the different Customs houses under your inspection are, as rule, placed in the positions they are best fitted for, taking their abilities and merit into consideration?—As they are placed in those positions by the collector, it is supposed that they are in the positions for which they are best fitted.

2114. Do you find that the officers in such Customs houses are paid salaries in proportion to their duties, or are highly paid clerks performing the same duties as those who receive smaller salaries?—The clerks have, as a general rule, small salaries, and there may be cases in which the right man is not in the right place.

2115. If you find that some officers are more capable than others, and are year after year receiving lower salaries than they are entitled to, is it a part of your duty to notify the Department of the same, and recommend them for increase of pay or promotion?—I do not think it is a part of my duty, though I sometimes exercise it. I consider that the subject of salaries is beyond my interference.

2116. Is your recommendation for increase of pay or promotion for good cause, as a rule, acted upon?—I do not think it is.

2117. Are there any defined duties for the different grades of clerks in the Customs houses, so that clerks receiving high salaries are placed at a higher class of work than those receiving smaller pay?—The way in which they are placed on the pay list is the only regulation I know as to their standing. They are named therein as first clerk or first landing waiter, &c. There are no rules as to the work on which the different classes of clerks are to be employed. The collector indicates what the work shall be.

2118. Does not such a state of things cause dissatisfaction amongst the clerks and tend to hurt the efficiency of a good officer by making him feel that, as merit is not recognized in the Service, there is no necessity for him to be zealous in his work?—Such a state of things does cause dissatisfaction, and has an injurious effect on the Service.

2119. If merit were recognized by promotion and increase of pay at stated periods, would it not tend to make a better class of officers, and so more work could be done by fewer hands and thus reduce the expenses?—Yes.

2120. Are you of opinion that a system of appointment on probation and examination, and of promotion on merit and faithful services, would tend to make a better staff of officers than that formed by political patronage?—By all means.

2121. In case of any officer misconducting himself, and it coming to your knowledge on an inspection, and not through information from the collector or head of the office, what would be your duty in such case, and how would the collector or head so neglecting to give the information of such misconduct be treated in the matter?—I would report the circumstances to the Department. I am not aware of how the Department would treat such an officer as is mentioned.

2122. Have you received any particular instructions from the Department in such case, or are you allowed to use your own discretion in the matter?—I have not received any special instructions; I use my own discretion.

2123. Is there any particular system adopted by the different Customs houses throughout your district for keeping the accounts, checking moneys received, warehousing goods and generally carrying on the work of the office?—There is no general system laid down. Each collector performs the work of his office according to the best of his judgment, subject to the approval or disapproval of the inspector. I think the inspectors have not sufficient authority.

2124. Is it not a fact that at many of the Customs houses different books are used and different systems pursued at the option of each collector?—Montreal pursues a different system, in some respects, from all other ports; but, in general, the system is the same at other ports. Some ports being railway ports, some water ports, and others water and railway ports combined, there must be some difference in the manner of keeping their accounts. At some frontier ports they keep a special consecutive number for each port that they manifest goods on—a system that I approve of. Others have one running number for all the ports; I expect to improve this.

2125. If the Surveyor of a port was found to have neglected his duties, how far would you hold a collector answerable for his neglect?—I would hold him responsible to the full extent, he being the head of the port—I mean after the fact comes to his knowledge.

2126. In placing goods in bonding warehouses, do you consider it necessary for the proper safety, proper delivery and inspection thereof, and is it one of the regulations of the Department, that all packages belonging to a particular warehouse entry should be kept in the warehouse separate from those of another warehouse entry, and each package numbered with the number of its own bond?—It is generally done at all the large ports, but not at the small ports; nor do I think it absolutely necessary at the latter, where there is only a small quantity of goods warehoused.

2127. Where Inland Revenue goods are placed in charge of the Customs, or are bonded in a Customs bonding warehouse, do you consider it a part of your duties to make periodical inspection of such goods?—No.

2128. Then, any difficulties which may arise between the Collector of Customs and the Collector of Inland Revenue, owing to negligence of duty, or otherwise, relating to such goods, have to be a matter for decision through the Department alone?—Yes; but I have not known of any such differences. Henceforth the goods will be separate, having each a bond of its own, under separate locks.

The Commission adjourned at 6 p.m.

FRIDAY, 5th November, 1880.

Mr. H. KAVANAGH's examination continued:—

*By the Chairman:*

2129. You have stated, in answer to a previous question, that you discovered a collector and his cashier to be deficient in their cash for a large sum, about three years ago, who were then under your supervision but have ceased to be so for about a year, and which you reported to the Department. Will you please tell us the amount then in default?—At that time I think the amount was, as well as I can remember, about \$1,300 or \$1,400, which I got paid up before I left the port. My opinion is the deficiency occurred again in a few days after I left, and went on increasing.

2130. You stated also that you took steps to stop such irregularities for the future. Were the steps you took successful?—They were not; but they would have been if my instructions had been followed. The steps referred to were—The chief clerk, in whom I had every confidence, was instructed to see that each day's collections were deposited in the bank, and that once a week he was to certify to that in the cash-book with his name.

2131. How soon after the defalcation did it come to your knowledge that those instructions were not carried out; and how soon after did the port cease to be under

your supervision?—I inferred that my instructions had not been followed out when I heard of the larger defalcation about three years afterwards. I then wrote to the chief clerk to enquire why he had neglected my instructions (as to deposits) given before and with apparent sanction of the collector. He answered that I had not given him such instructions. I then sent him an extract from my minute-book, detailing the words used on the occasion, and the reasons of them. He replied, that he could no longer deny it, but that he had forgotten all about it, and had never done what I had directed, respecting examination of the bank deposit of daily collections. But the port ceased to be under my supervision about a year after the first discovery.

*By Mr. Mingaye :*

2132. Did you report the whole circumstances of the case of the defalcation discovered by you to the Department, and did you notify them that a default had been made, but that the money was refunded before you left the port? and what reply did the Department make to you?—I did report the circumstances fully to the Department, mentioning the steps I had taken to prevent a recurrence. I did report the default and that the money had been repaid before I left the port. The Department did not make any reply at the time, but subsequently I was informed that the Department was satisfied with my arrangements.

2133. You say that the defalcation was made good before you left the port; by whom was the amount made good?—The cashier.

*By Mr. Tilton :*

2134. Is not the registration of vessels at each port attended to by Registrars of Shipping and Measuring Surveyors appointed by the Minister of Marine; and are not officers so appointed directly responsible to the Marine and Fisheries Department?—They are appointed by the Minister of Marine, and are responsible to that department as far as such duties are concerned.

2135. Do you desire the Commission to understand that you consider it a part of your duty to see that the registrars and surveyors of shipping perform their duties as such in a proper manner?—Yes; I do.

2136. Have you, from your long experience as inspector, formed any opinion as to the desirability, or otherwise, of permitting goods in bond being stored only in Government warehouses specially provided for the purpose?—Yes; from my experience, I am of opinion that the only safe way to bond goods is by having Queen's warehouses in large ports.

*By Mr. Mingaye :*

2137. How often are you instructed to visit each port within your district?—I have no positive instructions on the subject, but it is understood that I inspect each port once a year.

2138. How often do you think a port ought to be inspected during the year?—I think it would be far better if they were inspected twice a year.

2139. Does not a long period between inspections tend to place temptations in the way of collectors to misappropriate the moneys received by them, and in other officers to neglect their duties?—Yes; I think so. It is impossible for me, with the number of ports under my direction, to visit them more than once a year, in addition to special inspections that I have sometimes to make, besides coming to Ottawa occasionally to confer with the Commissioner.

2140. As it is part of your duties to see that all moneys received by the collector are properly accounted for, between the time of your last and the then inspection, what evidence do you leave with him of having done so?—I write a certificate in his cash book in red ink.

2141. Is it part of the duties of a Surveyor of a port, or the next officer under a collector, to see that the moneys received by the collector are daily accounted for, and remitted to the Receiver-General?—It is his duty to see that the collections are accurately received.

2142. If the collector fails to remit in a proper manner, is it a part of the duties of the surveyor or next officer, under the penalty of dismissal for failing to do so,

to inform the Department at once?—I think he ought to do so; I think it is his duty. I know that the surveyor compares with the cashier daily.

2143. Who is the proper officer of a port to administer any oath required under the Customs Act, 40 Victoria, chapter 10?—The collector.

2144. If an oath is taken before an officer having no authority to do so, what would be the result if an importer were prosecuted for perjury or any breach of the Revenue Laws based upon any particular bill of entry of goods, in which an affidavit thereon were made before such officer?—I think it would fail in the court. At present the oaths are administered in some ports altogether by the chief clerk and sometimes by the surveyor. In my opinion these officers are not authorized under the Act to administer that oath; and I consider that an Order in Council ought to be issued to authorize both the surveyor and chief clerk to administer oaths in the absence of the collector.

2145. Have you any supervision over the Appraiser of any port?—I consider I have jurisdiction over every officer at a port so far as I choose to exercise it; but in the case of the appraisers I would not interfere with them in regard to the valuation of goods, but would enquire into and report upon delinquencies of character or inattention to duty.

2146. Are there not in your district a great many small ports in which one or more officers are stationed, receiving Customs duties the yearly receipt of which are much less than what is paid them as salaries?—Yes.

2147. Are there not a great many outports, also, with officers stationed there but reporting to a head port?—Yes; all of them.

2148. Are you of opinion that these small ports and outports increase the chances of loss to the revenue by opening the door especially for the importation of goods at a serious undervaluation?—I am most distinctly of that opinion; and I invariably report against the extension of them.

2149. Could not many of these small ports and outports be abolished with advantage, and so do away with these objections, besides reducing the expenditure of the department for unnecessary offices?—I consider that half the small ports and outports of Nova Scotia and several in New Brunswick, Prince Edward Island and Upper and Lower Canada, ought to be closed; and some ports reduced to outports and placed under the jurisdiction of the nearest large port. I am in favor of having preventive officers, duly commissioned, with instructions to have certain limits within their surveillance, with small salary or none, such men to depend on their share of seizures (two-thirds, if made without information) to remunerate them for their trouble. Such men to have power to clear vessels in out-of-the-way places on the St. Lawrence, and collect Sick Mariners' Fund, the latter class to receive from Government \$5 for each clearance. We have at present nearly a dozen of such officers who are willing to work for their share of seizures, and are willing to clear vessels on those terms.

2150. Can you give any special cases of officers employed in Custom houses under your inspection who do not receive a salary in proportion to their length of service, ability and merit?—I know of several who are, I consider, underpaid. I also know of a few instances where the officers were awarded an increase of salary, and notified of the fact by the Government preceding Mr. Mackenzie's, who have not received such increase as promised, while some others have received the increase—which causes envy amongst them. My opinion is that such increase ought to be paid, and retroactively.

*By Mr. Brunel:*

2151. In answering a previous question you stated that on some occasions you had gauged and tested spirits in bond; that you had discovered on one occasion a serious discrepancy, but as a rule you do not test or gauge that class of goods. Do you not think the discovery of the discrepancy you mention indicates a necessity for closer and more frequent inspection than you described as having been your practice?—On the occasions that I mentioned on which I found discrepancies there were special reasons for my having tested the goods; and I do not think it necessary that

an inspector should test or gauge liquors in bond. One reason is that the goods are bound to pay the full quantity and strength that was entered for warehouse. I would not test or gauge unless I had suspicions in any particular case.

2152. What, as you understand the law, is the duty of collectors of Customs and landing waiters as regards bonded Excise goods arriving at their respective ports?—To receive them, check them, and put them in bond. The collector is bound, personally, to see that the same quantity goes out that came in.

2153. Are the collectors of Customs responsible under the warehouse regulations for the safety of Excise goods placed in Customs bonding warehouses?—They are.

2154. That being the case, should not the inspector of ports take cognizance of the manner in which the officers of Customs perform their part of this duty?—If I was aware that they neglected that part of their duty I would blame them for it, and report.

*By Mr. White :*

2155. Are you ever consulted with reference to the promotion of officers in the Outside Service of the Customs?—I am not; but I think I ought to be.

2156. Do you, when inspecting ports, make any record of the conduct or efficiency of the officers whose duties you supervise?—I make a record in my minutes of such matters, and report them if there is anything to condemn; but I do not at present report unless there is something special to report upon. I carry my minute book with me for the purpose of comparison of former inspections at every port I go to, and find it most useful. (The witness desired to offer some explanations with regard to his evidence previously given regarding the warehouse at Montreal, as follows:—) It should be remembered that there is a quarterly examination of every bonded warehouse in Montreal and elsewhere. At the former, two lockers, selected for their good character, are sent to take stock of the bonds, which is compared by the surveyor with the balances as shown by the office books (this should be done by the collector). The examining officers do not receive a statement of what should be in bond to see if that is correct.

2157. Have you any suggestions to make with respect to appointments in the Service and to promotions therein?—Yes; I beg to submit the following memorandum :

*Memorandum.*

That every *candidate* for office in the Customs shall be examined by the two chief officers of the port, or by such officer or officers of the nearest port to his residence as the Commissioner shall direct, in the rudimental branches sanctioned by the Department, and declared ineligible if such examination does not come up to the prescribed standard, which need not be at first a high one. If satisfactory, a certificate to this effect to be given by the Commissioner.

That every officer having the right by seniority to apply for promotion shall pass an examination as above stated in the branches and to the extent prescribed, and if the standard be not reached that the next in rank shall have the right to be examined.

That regular promotion shall be the rule of the Department according to seniority, provided the head of the port, considering the fitness of the applicant, recommended the promotion, and that the inspector of the division endorse such recommendation. In this case, members of Parliament and persons of influence would have only the privilege of recommending men to the lowest steps of the ladder, which would be of the greatest advantage to the Service.

That it should not be a regulation that promotion shall be solely *in the port*, but that an officer, according to *merit and length of service*, shall be eligible and have a right to the promotion from another port if strongly recommended by his inspector, who is more likely to be impartial than either collector.

I consider that each officer ought to have a right to three weeks' leave of absence on application to the Commissioner, the time to be arranged between officer and collector of his port, so that it may be made as little inconvenient to the Service as possible.

That the leave might be divided into a week at three different times of the year at the option of the officer.

That half the officers of the port (few or many) take alternate time, summer and winter—that is, the one having his leave in the summer one year is to take it in winter next year. That the collector keep record of the dates during which each officer shall be absent.

That no deduction be made from salary for such absence, but that the head of the port so arrange that the duty of the absentee shall be properly performed by one or more of the other officers, and that the person on leave shall be responsible for the correct discharge of his proper duties.

That the collector may occasionally, when no inconvenience can result, give any officer under him one day's leave without application to the Commissioner, but under other foregoing conditions.

That any officer doing duty for another of higher grade (except during the three weeks' regular leave of absence) shall give double security, and shall be entitled to receive, in addition to his usual salary, one-third of that of the absentee.

That every officer of each Customs house, including clerks, tide-waiters and preventive officers and assistants, give security for the due performance of their duties.

That such security shall not be accepted from merchants and traders having transactions in the Customs house where the officer is employed.

That an officer owing more than \$50 to any merchant doing business in his line of duty in the Customs house, and any officer *sued* for debt, shall be censured by the collector; and if sued more than once and condemned to fine or penalty, shall be liable to dismissal.

The Commission adjourned at 6 p.m.

SATURDAY, 6th November, 1880.

The Commission met at 11 a.m.

Mr. T. C. MEWBURN, Inspector of Customs Ports, examined:

*By the Chairman:*

2158. Will you please state how long you have been in the Service and held your present position?—In 1840 I entered the Post Office at Queenstown and remained there two and a-half years. Then I entered the Customs Department at Port Colborne, and was there about two years. I was then transferred to Port Maitland. At the request of the Government I resigned my position in order to allow Mr. Benson to take my place. From that time, about 1846, till 1872 I was out of the Service. In 1872 or 1873 I was employed in the Hamilton office as an extra clerk. My present position of Inspector of Customs Ports was given me in 1876.

2159. Your present position is that of Inspector of Ports in the Customs Department. Will you please state the division over which your inspectorship extends?—My division extends from west of Kingston to Prince Arthur's Landing.

2160. Are you enabled to overtake the work, or is the division too extended to enable you efficiently to inspect the various ports and Customs houses to your own satisfaction and that of the Department?—I think I can thoroughly inspect it. For the last year, however, I have been in charge of Toronto with the acting collector. This has, necessarily, taken up much of my time that would have been employed elsewhere.

2161. How often do you inspect the various ports and Customs houses in your division?—I generally inspect them all once a year, but the larger ports I inspect once in three months, or oftener sometimes.

2162. Have you been put in possession of detailed instructions respecting your duties as inspector?—No, I have not; no definite printed instructions.

2163. Do you know what the extent of your authority is—that is, as regards other officers in your division—say, collectors, surveyors, etc.?—I am very doubtful.

of that. I have had no occasion to test my authority, nor to ask any instructions from the Department.

2164. When making your inspection have you found irregularities; if so, state what steps you have taken to correct them?—I have met with some irregularities. Upon finding irregularity in a port I have invariably reported the facts to the Department, and submitted my instructions that I had left with the collector.

*By Mr. Barbeau :*

2165. Do you meet sometimes with newly appointed officers whose educational acquirements are so deficient that they are unable to perform their duties?—No; I cannot say I do. A newly appointed officer may not know his duties, but he may be able to carry out the instructions given him if he will endeavor to do so.

2166. Do you find that discipline is generally well observed in the ports you inspect, and do you make any enquiries on that subject?—I do enquire, and I find that discipline is not carried out as it ought to be.

2167. What is your course in such cases. Do you suspend those officers; and if so, what consequences have those suspensions?—I have suspended some of the officers for drunkenness. In two cases the men were re-instated, but afterwards dismissed for a repetition of the offence.

2168. Do you meet with some of those inefficient officers that are kept on, who, in your opinion, should be dismissed?—I do.

2169. To what causes do you ascribe their being retained in the Service?—I think very often to political friendship.

2170. Would the Service be improved if all new appointments were made on merit, proved by examination and probation, and freed from the political influences you mention?—It would.

2171. Has it come to your knowledge that appraisers at different ports have differed in the amount of duty to be charged on the same description of goods?—They have differed very considerably.

2172. What course do you recommend, so as to avoid this difference of opinion?—I have forwarded labels from New York, showing the manner in which the New York Customs dealt in appraising goods, viz., by comparison, and suggested that the same plan should be carried out in Canada.

2173. Has this had the desired effect?—I cannot say, as the recommendation has but recently been made.

*By the Chairman :*

2174. As a matter of fact, are not these samples now being sent from the ports to the Department, as recommended by you?—Yes; they are.

*By Mr. Barbeau :*

2175. Do you not think that more uniformity in the manner of keeping the books could be attained in the various ports under your inspection?—I do.

2176. Please describe the nature of the irregularities or frauds you have alluded to, and say to what causes you ascribe them, and who is responsible for them?—In one case the irregularities arose from the making of wrong entries, then erasing them and re-writing over them. I think the cause of the fraud was gambling on the part of the officer, a collector. The next irregularity arose from collusion between a collector and his chief clerk and the keeping of a great number of petty books. The surveyors' cash book was deficient in not having a column for the daily remittances, which would have been a check on the collector. In another case the destroying of the original entry papers and the substituting free entry papers was the means of fraud; also, holding over cheques for friends.

2177. Has any loss been incurred by Government in these cases, and to what extent?—To the best of my knowledge no loss has occurred.

2178. Were there any sureties given by the officers for the due performance of their duties?—All, with the exception of the Chief Clerk mentioned, gave sureties.

2179. Do you not think Cashiers should give security directly to the Government as well as the Collectors?—I think so.



2180. Were the delinquent officers you have alluded to retained in the Service?—One has been placed on the superannuation list, one died, and three were dismissed.

2181. Has the system of keeping the accounts been modified latterly in such a way as to guard more efficiently against the cases of fraud and irregularities you have mentioned?—I think so.

2182. What is your opinion of private warehouses?—I consider they are necessary for the requirements of the merchants; but they are liable to abuse.

2183. If Government warehouses were erected so that the goods stored therein would be exclusively under Government control, would it be, in your opinion, of a nature to prevent the frauds which have often happened in private warehouses?—In larger cities it would.

*By Mr. Brunel :*

2184. Can you inform the Commission as to the probable amount lost by the Revenue in your division within the last four years, in consequence of irregularities or frauds in connection with private warehouses?—I am not aware of any loss in my division.

*By Mr. Barbeau :*

2185. How often do you inspect the ports in your division; and please describe the manner in which you make your inspection?—I inspect, generally, all the ports once a year. I check over the entries with the cash-book; check them, also, with the manifests; check the deposit receipts; check the warehouse accounts; check the balances of the No. 2 bond-book with the goods in the warehouse; check the in and out coasting and lake vessel books, in order to see that the fees are accounted for; check over the warehouse receipts and all the other subsidiary books, and report the same to the Department. I also look over the invoices and the contingent accounts.

2186. How many ports and outports have you in your division?—Between sixty and seventy ports and outports.

2187. Do you inspect ports where there are surveyors with the same care as those where no such officer is in charge?—I do.

2188. Do you see yourself that the goods said to be in warehouse are really there; and do you ever discover discrepancies?—I make a point of checking all goods in warehouse with the landing waiter or locker when I am inspecting a port, with the exception of three or four of the larger ports; but once a year I thoroughly inspect the warehouses in these larger ports. I have discovered discrepancies.

2189. Have these been reconciled, and in what manner?—They have been made good. In one case, in looking over the accounts, I found goods entered as molasses, and thought they should be syrups. I asked the Collector to go with me to see them. We did so, and they were not there. I went to the party owning them and asked him where they were. He said they were sold. I stated to him that if the entry for them was not immediately made I would close the warehouse at once. He made some excuse that he wanted the goods, and paid the duty at once. I reported the matter to the Department. In another case some crockery had been entered for warehouse, but not put in a proper warehouse. I found that a very large quantity of these crates had been taken away. I asked the Department for instructions, one of the banks claiming a lien on the goods. Communications passed between the bank managers and the Department. I was instructed to demand payment of the duty on the crockery taken away within a given number of hours, or a criminal prosecution would be entered. The party, with the assistance of the bank, paid the money that night.

2190. How do you explain the disappearance of these goods without duty being paid?—In the case of the crockery the cause of the escape of the goods was carelessness and ignorance on the part of the officers; it amounted almost to collusion.

2191. What was done with the officer who showed so much carelessness or collusion in the case?—He was severely reprimanded but still kept in the Service.

*By Mr. Brunel :*

2192. When taking stock of goods in warehouse what means do you take to satisfy yourself that the packages contain the goods they are supposed to contain?—I have to accept the marks, numbers and address on the packages to enable me to identify them with the entry.

2193. Do you test or gauge spirits in warehouse?—I have done so, but do not generally.

2194. How then do you know whether the quantities are correct?—I have no method of finding except in the way I have mentioned.

*By Mr. Barbeau :*

2195. On inspection do you take the character and apparent respectability of an officer, and lessen your inspection according to your opinion of him as an officer?—I do not.

2196. Would you see any benefit in changing from time to time the collectors, surveyors, appraisers and landing-waiters from one place to another?—I do not think it would be of any benefit to change the collectors. I would change the surveyors, appraisers and landing-waiters at some of the ports, such as frontier railway ports, but not at the other ports.

2197. Are the smaller outports a benefit to the country, and, in your opinion, could any of them be dispensed with?—They are no benefit, and numbers of them might be dispensed with.

*By the Chairman :*

2198. What is your opinion of this practice of paying landing waiters for extra services?—I think the present system is objectionable. The practice is not settled at the different ports. There ought to be some defined system of paying the officers for extra hours. As far as I know, some of the railway companies refuse to pay anything, and others do not. Some of the officers receive from \$15 to \$30 per month, in addition to their regular salary, from various sources. At Toronto and Sarnia some of the officers receive large amounts in addition to salary in this way.

2199. What are the rules and regulations in regard to seizures, and what is your opinion of their operation and effect in the Service?—When a seizure is made it is reported from the seizer at the port to the Department. If the goods are of a perishable nature they are generally sold at once. Otherwise, if not claimed within thirty days, they are liable to be sold, but the officers at the port generally wait for instructions from the Department. When sold, the proceeds, less the charges, are deposited to the credit of the Receiver-General, and await distribution by the Department. As to the operation of the system in the Service, if political influence were not allowed to interfere with the due course of law, but the seizure treated entirely on its merits, it would be more satisfactory. As it is, some officers have stated to me that they were afraid to make a seizure for fear of incurring the displeasure of a member. Some provision should be made to pay the informer a certain sum on account of his services.

2200. Do you keep a record or diary of your work when inspecting your division?—I do; my report is made to the Department from my memoranda, made at the port, immediately on my return from an inspection.

2201. Have you frequently found it necessary to leave written instructions with collectors or their officers when inspecting their offices; if so, do you convey your instructions in writing or orally?—I invariably give written instructions and send a copy to the Department to be corrected in case I am wrong. My instructions are generally carried out. I find officers most willing and anxious to get assistance and advice in the discharge of their duties.

2202. What is your opinion of the prevailing method of making appointments to the Service?—I think it is very bad. I think appointments ought to be made with reference to the capabilities of the parties, without reference to political patronage.

2203. Do you find, when making your inspections of ports, men employed in the Service who are not well fitted to perform duties assigned to them from any cause?—I do.

2204. Do you find the number employed unduly large for the work; could not the work of your division generally be efficiently discharged by a smaller number of more efficient men?—It might.

*By Mr. Taché:*

2205. How, as a matter of fact, is the service performed generally within your district of inspection?—Fairly.

2206. Are the Customs officers in your district of inspection generally efficient or are they not?—Some are efficient, some not. Generally, they are efficient.

*By Mr. White:*

2207. When did you assume charge of your division?—In 1876.

2208. When you assumed charge of your division did your predecessor furnish you with any information as to the character or efficiency of the officers whose duties you were in future to supervise?—None.

2209. Then your attention was not specially directed to any particular port in which irregularities had previously been discovered?—No.

2210. Do you not consider that when an inspecting officer hands over to his successor the charge of a division he should at the same time furnish him with all the information in his power as to the character and efficiency of the officers in the division about to be transferred?—Certainly.

*By Mr. Mingaye:*

2211. You state that you do not consider it would be an advantage to the Service to change collectors from time to time to other ports. Do you not think that a system whereby all officers, including collectors, are changed from time to time as vacancies occur would tend to add to the efficiency of the whole Service by giving them a certainty of promotion as a result of merit and faithful services?—I do agree in that suggestion.

2212. Would not some defined rules of instruction to all the inspectors facilitate the carrying out your duties, and so make all inspections uniform?—Very much, indeed.

2213. Does not the want of such rules tend to weaken the usefulness of any inspection, by leaving the inspectors in an uncertainty as to their powers?—Greatly.

2214. Are there any officers, including appraisers, of the ports under your inspection who are incapable of doing their duties from old age, sickness, incapacity or bad habits?—There are some; from 10 to 15 persons so incapacitated out of about 240.

*By the Chairman:*

2215. How many appraisers are there in your division, and how many are unfit for duty from the causes named?—There are eight appraisers in my division. One is unfit for duty from incapacity.

*By Mr. Mingaye:*

2216. In ports under your inspection, but more particularly in large ports, have the officers certain defined duties given them according to their position on appointment or promotion, and are any of them doing work out of proportion to the salaries paid them and the position given?—The duties are only defined according to the book of instructions furnished to the officers.

2217. If you find any officer is receiving less salary than he is entitled to, taking his merit and abilities into consideration, or another officer is receiving more pay than he is entitled to; is it a part of your instructions to notify the Department and recommend such officers either to increase of pay or reduction of pay, as the case may be?—I have never received any instructions to do so, but I have made such recommendations.

2218. Is your recommendation ever acted upon?—Sometimes it has been.

2219. Do you find that the present system of political patronage, whereby persons outside the Service are placed over the heads of meritorious officers, causes dissatisfaction in any office where this may happen, and tends to lessen efficiency?—I do.

2220. If merit were recognized by promotion and increase of pay at stated periods, would it not produce a better staff of officers throughout the Service?—A

better class of men would be induced to enter the Service, and it would also be an incentive to those in office.

2221. You state that you inspect your por's once a year. Does not so long a period between inspections place temptations in the way of collectors to misappropriate the moneys received by them, and in other officers to neglect their duties?—It may do so.

2222. If you find at any inspection that any particular act had been done which you thought ought to be amended, what is your mode of proceeding at the port where this happens?—I discuss the matter with the collector at once, and show him the necessity of changing what he has been doing.

2223. If a year elapses after giving defined instructions at any particular port, how can you ascertain they are carried out during the year?—I have no method of knowing during the year.

2224. Is it a part of your duties to give orders to any officer of a port, and order anything to be done, in a manner different to what was then being done, without consulting the collector?—No; I do not think it is. It is my duty to give the order to the collector himself.

2225. If you and a collector are at issue on any particular order you thought fit to give him, and he refused to meet your views and carry it out, what would be your mode of dealing with such a matter?—I would report the matter to the Department at once.

2226. Have you power to suspend a collector or the head of the office, and for what; and how would such suspension be dealt with by the Department?—I have been ordered by the Department to suspend a collector, but I have never suspended a collector on my own responsibility. I think I have power to suspend a collector if occasion called for it, and would take the responsibility of doing so.

2227. Do you consider it a part of your duties to interfere with the actions of an appraiser at a port as to valuations?—I have done so; but am not sure that I have the power to do so.

2228. An appraiser of a port being an independent officer by the Customs Act, whereby his decision on an appraisal is final, how can you interfere with any of his decisions or actions?—I cannot, by law.

2229. Is it not a fact that after such decision by an appraiser, the collector of the port has no power in the matter further than to submit the matter to the Department?—That is the Customs Law, I think.

2230. What is done with warrants for delivery of goods, after the goods are delivered?—I have insisted that they should be kept by the landing waiters as their vouchers for the delivery of goods.

2231. Do you not think it would be better to insist on the delivering officer signing his name on the face of the warrant as having delivered them, and afterwards handing in such warrants acted upon by him during the day to the surveyor or other superior outside officer, and that it be held to be a part of the duty of such superior outside officer to see that the regulations and all requirements are complied with?—Yes.

2232. Is not a system as above the more likely to prevent frauds and connivance between an officer and the importer?—Yes; no doubt of that.

2233. How are goods in bond placed in the warehouse under your inspection as to separation and distinguishing the goods placed in by one bond between those of other bonds; is there any regulation thereon?—In some of the warehouses they are kept very distinct. There is no difficulty in checking them. In others, the case is the reverse. They should be kept separate and distinct to prevent frauds, and no goods on which duty has been paid should be allowed to remain in warehouse.

2234. Do you consider it a part of your duties to check and inspect the work done at different ports by the registrars of shipping and the measuring surveyors; if not, why?—I have never received any instructions as to that part of my duties.

*By the Chairman:*

2235. How many classes of entries are made at various ports and is the practice a uniform one?—There are 10 or 12 classes of entries. They are uniform.

2236. What is your opinion of the prevailing method of making sight-entries?—I consider sight-entries are a benefit to the importer; an assistance to the collector sometimes; a direct loss to the revenue; and a benefit to the Bank of Montreal. The importer if he is careless in getting his invoice has the privilege of getting his goods upon making this sight-entry instead of waiting for the invoice to arrive. Collectors in some instances have taken a cheque for the sight-entry and held it over for him or them for months, and then getting a commission from the importer for holding it over. If it is deposited, it is deposited in the Bank of Montreal in the collector's name, and may remain there for some time, and the Government do not receive the money till the proper entry is made.

2237. How would you amend this class of entry; what would you supply in lieu of it?—I would allow the sight-entry to be made out a regular entry, and when the proper amount is known let the proper refund be made from Ottawa.

*By Mr. Mingaye :*

2238. If the amount for duties received by sight-entries at any Custom house is held by the collector instead of being sent daily to the Receiver-General with other revenues, have they not the same tendency to place collectors in the position to use the funds illegally, and, therefore, are as bad as what have been called "suspense entries," and condemned by the Department?—Just the same, only one has the sanction of law, and one has not.

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OTTAWA, 8th November, 1880.

D. McINNES, Esq., Chairman,  
Civil Service Commission, Ottawa.

SIR,—Will you allow me most respectfully, to suggest in addition to the answer I have made to the Commission, that collectors at the several ports be furnished with rulings of the Customs Department monthly, similar to those issued by the Treasury Board at Washington, U.S. (A copy enclosed.)

If this system were carried out, I consider it would tend to uniformity at the different ports more than anything else. As it is now, a ruling may be made and sent to the collector asking for such, but other collectors may not be aware that such ruling has been made. Consequently he may apply for information on the same question.

If, however, he was supplied with these decisions, all he would have to do would be to refer to such, and act accordingly.

Your most obedient servant,

T. C. MEWBURN,

*Inspector.*

The Commission adjourned at 3 p.m.

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MONDAY, 8th November, 1880.

MR. JOHNSON, Commissioner of Customs, recalled:—

*By the Chairman :*

2239. Will you kindly state your views to the Commission as to the present state of the law respecting seizures?—The law respecting seizures I consider to be well conceived and efficient, so far as the means of detection and extent of penalties and confiscations are concerned; but the section of the Act which gives the power to the Minister of Customs to mitigate or release, according to his own will and his views of each case, is, I think, calculated to nullify the other provisions of the Act. The power thus placed in the hands of the Minister of Customs is very broad, and is such as is not placed in the hands of any official with reference to any other law, and it must prove seriously embarrassing to him as a political officer, inasmuch as it lays him open to all kinds of pressure from parties either directly or indirectly interested in relieving violators of the law from its penalties. The same power is

also vested in the Governor in Council, and I see nearly the same objections to that provision as to the other.

2240. Will you please to make such suggestions as may have occurred to you for the amendment of the law as it now stands?—The first amendment I would propose would be the repeal of all sections of the law which place the power of mitigation or release in the hands of the Minister or Governor in Council. I would then suggest that Commissioners should be appointed in different sections of the Dominion having power and holding office under the same tenure as the judges of ordinary courts. All seizures should first be tried before such Commissioner or Commissioners, provision being made for the right of appeal, either on the part of the Crown or the defendant to the higher courts of justice; thus placing the violators of the Customs law on the same footing as violators of any law. This plan would greatly facilitate the adjudication of such cases, which are very numerous; and the whole expense might be made to come out of the seizures themselves.

*By Mr. Mingaye :*

2241. Are there not so many different sections in the Customs Act bearing on seizures, and so many ways of proceeding, that a more simple system would, under any circumstances, insure a better carrying out of the law?—I should certainly say so.

2242. Would not a system whereby prosecution for penalties or otherwise must be had before one or more judges, without a jury, be preferable to the one in force?—I think that increasing the fines, which might be collected before the Exchequer or other Courts without a jury, and leaving out the criminal provisions of the Act, might have the effect intended.

*By Mr. Tilton :*

2243. The importance of providing the Customs officials with a uniform was suggested to the Commission at one of the principal ports in the Dominion. Will you please state your views on this subject?—I would suggest that the Commission consider the propriety of uniforming the whole of the Customs force, especially with reference to tide-waiters and landing waiters engaged in the examination of passengers' luggage, or the unloading of ships or railway trains.

*By Mr. Brunel :*

2244. Can you inform the Commission of the actual loss the revenue has sustained during the last four years by the fraudulent or irregular removal of goods from bonding warehouses?—I cannot give that information, because the principal frauds discovered are yet in an unsettled state, and the ultimate loss is not known.

*By Mr. Mingaye :*

2245. Are you aware that the United States Treasury Department supply all collectors of Customs at the several ports of the Union with a monthly detailed statement of the legal rulings and decisions on any particular case, connected with the Customs, submitted by a collector or any person to that Department?—I am aware that they do, because I got them myself.

2246. Would not a system similar to that just mentioned be a great assistance to the head officers of all ports by giving them the power of knowing what is decided from time to time, and cause collectors to be more unanimous in their rulings?—It would, perhaps, be better to put it in that form; but the same thing is, in effect, being now done. The Customs authorities are constantly issuing circulars to collectors. I have, however, thought of issuing such a document quarterly.

*By Mr. White :*

2247. Have your inspectors any system of keeping records of the results of their inspections as regards character and efficiency of the officers at the ports inspected?—They have been instructed to keep a record of such things.

2248. Do you not consider that such a record would be of great value to an Inspector in the performance of his duties?—Yes; I think it would be valuable to him and also to the Department.

2249. If an inspector, in the course of an inspection, found serious irregularities had been committed at a particular port, and if, before he had again inspected that

port, he was transferred to another district, should he not communicate to his successor all the facts relating to such irregularities?—I would consider it to be his decided duty to do so.

This concluded Mr. Johnson's evidence.

#### DEPARTMENT OF THE SECRETARY OF STATE.

EDOUARD J. LANGEVIN, Under Secretary of State, examined:—

*By the Chairman:*

2250. You are Deputy Minister for the Department of the Secretary of State; how long have you been in this Service and held your present position?—I am Under Secretary of State. I have held my position since 1873. I first entered the Service in 1865.

2251. Will you please state the various branches or duties administered by your Department?—The Department is sub-divided into four branches, viz:—The Correspondence Branch, the Queen's Printer's Branch, the Registry Branch and the Stationery Branch.

2252. Have you any knowledge of the Civil Service Act of 1868?—I have some knowledge of its general provisions.

2253. Are the conditions of that Act observed in making appointments in your Department?—I think in most cases they are.

2254. At what age are appointments usually made in this Department?—There is no fixed rule as to age or appointment.

2255. Is your staff of clerks and officers an efficient one?—Yes; I should not ask for any better.

*By Mr. Barbeau:*

2256. If clerks are appointed and examined in accordance with the Civil Service Act, will you state what sort of an examination is made, and by whom?—I believe the examination required by the Civil Service Act of 1868 has not been enforced for several years. I speak for my own Department, but I believe it is a fact as regards the whole Service.

2257. Are you acquainted with the regulations now in force in relation to appointments to and promotions in the Civil Service of the United Kingdom?—I am not.

*By Mr. Brunel:*

2258. Have you given any consideration as to the regulations for appointments to and promotions in the Civil Service of Canada, with a view to increasing its efficiency?—No; I cannot say I have given any particular attention to the subject.

*By Mr. Barbeau:*

2259. Are all the promotions in your Department filled from the lower ranks, or are you obliged to take persons from the outside for that purpose?—Promotions as a rule are made from the ranks of the Service, but appointments have been occasionally made from the outside.

2260. Could you not have promoted some one already in the Department to the positions given to those outsiders?—I could not say what may have been the reasons for such appointments, as they are in the exclusive gift of the Head of the Department.

*By Mr. White:*

2261. Are you usually consulted when promotions are made in your Department?—As a rule, yes.

*By Mr. Brunel:*

2262. What has been the effect of appointments from outside the Service on officers thus passed over and who are eligible for promotion?—It would naturally have a demoralizing effect on these persons.

*By the Chairman :*

2263. How are promotions regulated in your Department; by merit or by seniority?—I think both are taken into consideration.

2264. Do you not consider that when vacancies occur in the higher positions in the Service, those already in the Service should be promoted rather than to have outsiders appointed?—Decidedly so, as a rule.

2265. Have you any men in your Department who, from any cause, are not well fitted to perform their duties; and whose services might be dispensed with?—I know of none.

2266. With reference to the salaries which are paid, are they equitably graded, or is the pay in proportion to the work and duties performed?—I consider them to be so.

2267. Have you anyone, that you are aware of, in your Department who is receiving pay, or emolument of any sort, for any business or service outside his official duties?—I cannot say that I am aware of any one being engaged in any business that interferes with the efficiency of the Department. I have not, in my official capacity, any knowledge of anyone being engaged in any business. I have no supervision over the clerks after they have left their offices and have performed their duties.

2268. Have you any clerks in your Department besides those on the schedule sent to the Commission from your Department?—Yes; one extra clerk now, but he was not employed at the time referred to in the schedule of the Commission.

2269. Have you any duties requiring a knowledge of a technical character on the part of your officers?—Yes; the Queen's Printer's Branch and the Stationery Branch both require technical information.

*By Mr. Mingaye :*

2270. Is the work of the different clerks in your Department graded according to the class they are in, and do the higher class clerks do work of a more technical character than those in the lower class?—Yes; the clerks are graded according to their different classes, and perform duties according to their class.

*By Mr. White :*

2271. You have an officer in your Department who is called Keeper of the Records, will you please explain the nature of his duties?—The Keeper of the Records has charge of all letters, registers and correspondence, which, by law, remain in the custody of the Secretary of State; makes searches for such documents and authorities as are required from time to time by Council and by the general Departments of the Government, and also by private applicants, and keeps a register of all books and documents leaving the office, and when returned to it.

*By Mr. Brunel :*

2272. How are the fees received for commissions under the great seal or other similar instruments, and for copies of documents on record in your Department, accounted for?—They are deposited to the credit of the Receiver-General monthly; so also the money received from the sale of Statutes. The whole sum amounts, as stated in the last report, to a little over \$1,000.

*By the Chairman :*

2273. Have you an attendance book?—We have.

2274. Is it regularly signed by all the officers and clerks of your Department?—It is by all officers, with the exception of the chief clerks.

2275. Do you see that the clerks and others attend regularly, and remain attentive to their duties during office hours?—The means I have for ascertaining this is chiefly the attendance book; but I have no reason to believe that any one absents himself without leave during office hours. On the contrary, clerks who wish to absent themselves always report themselves.

2276. What means have you of enforcing discipline when necessary, and what penalty do you impose?—I have never had occasion to impose any penalties.

*By Mr. Barbeau :*

2277. Does the attendance book remain open to a late hour, so that clerk can sign their names at any time without you being aware of their late arrival?—No;



the book is brought to my office at the hour stated in the Order in Council; and any one who arrives after the hour has a mark made against his name with the cause stated.

*By Mr. Brunel:*

2278. How are the annual increments of salaries dealt with in your Department? Is any certificate of efficiency required before the increments are made?—The names of the clerks entitled to the increase are submitted to the Head of the Department and recommended by him as he thinks fit.

2279. Is this list accompanied by any certificate of efficiency or good conduct on the part of the clerks eligible to receive the increase?—No formal certificate is given; but I give all information that may be required of me concerning the clerks.

2280. Then may we assume that the increments are usually granted as a matter of course, and without reference to the conduct of the clerk receiving them?—On the contrary, the conduct of the clerks is taken into consideration.

2281. Has it ever happened that any clerk in your Department has failed to obtain the statutory increment after he became eligible to receive it?—I do not remember any such case.

2282. When a clerk has reached the highest salary in his class, is he promoted, as a matter of course, to the next class?—No; not as a matter of course. I know some in our Department who have waited a number of years.

*By Mr. Tilton:*

2283. Is the present theoretical organization of the Secretary of State's Department on the basis of that provided by the Civil Service Act of 1868; and, if so, will you be good enough to state what changes, if any, you desire in such organization?—The deviations from the theoretical organization of 1868 are attributable to the various changes in the Department since that time. I am not prepared to recommend any change in the organization of the Department as it now exists. I have not considered the question.

The Commission adjourned at 6 p.m.

TUESDAY, 9th November, 1880.

LIEUT.-COLONEL CHAMBERLIN, Queen's Printer, examined:—

*By the Chairman:*

2284. Will you please to state your position in the Service, and for how long a time you have held it?—I am Queen's Printer, and was appointed in June, 1870.

2285. Will you please to state the nature of your work and duties?—Under the Statute creating the office, I have charge of the printing of the Statutes; my imprint making them authentic. This involves reading repeatedly all the Acts of each year, and separate Acts issued for the several Departments, to secure perfect accuracy. I also have the superintendence and publication of the *Canada Gazette*, the collection of subscriptions and the fees for advertisements, which are deposited to the credit of the Receiver-General once a month. I am also in charge of the supervision of the Departmental printing and binding done on contracts entered into pursuant to Statute; and the audit of outside printing accounts. For the last four or five years I have also had charge of the issuing of Government advertisements to the different newspapers, and the audit of their accounts.

2286. Are all the advertisements required for the Service and for every Department in the Service under your supervision?—They are, by Order in Council; but as a matter of fact, certain local officers, for convenience sake, and in some cases of necessity, issue advertisements to the local newspapers at once, the accounts being afterwards sent to me for audit.

2287. How many clerks or other officers have you under you in your branch?—I have four clerks and a messenger.

2288. How are they appointed; have you anything to do with their selection?—I have nothing to do with their appointment. They are appointed, like other members of the Civil Service, by the Government.

2289. Have you given any consideration to the manner of making first appointments in the Service and promotion therein?—I have given the subject some consideration. My own opinion is that more strictness in the entrance examination would be useful.

2290. What would you consider the best age for first entrance into the Service?—From 18 to 21 years, I think, are the best ages for entrance to the Service.

2291. Would you consider that an examination before entrance coupled with a period of probation before being permanently employed would furnish better material for the Service than the present system?—I consider the system of examination and probation a necessity for an efficient Civil Service.

*By Mr. Taché:*

2292. What do you think of competitive examination, and what of probation, in the selection of clerks for the Civil Service?—I am a believer in probation, but not in competitive examination, except where scientific knowledge is required.

*By Mr. Brunel:*

2293. You have expressed yourself in favor of examinations for entrance to the Service, but are adverse to competitive examinations. Will you explain what kind of examinations you mean and how candidates should be admitted to them?—I believe that, under our system of government, nominations must, from my experience, come from those responsible for carrying on the government of the country; but I am in favor of entrance examinations for the purpose of keeping out nominees unfit to do the work of the Service. I would admit to examination on the nomination of a Minister of the Crown; and I would make the examination such as to show that the candidate had the education fitting him for the work he has before him.

2294. Will you please state why you consider it necessary that nominations should be made by Ministers of the Crown?—Simply because I believe that the persons entrusted with the government of the country are best fitted to make such nominations, just as a banker or merchant would insist on the choice of his own clerks, irrespective of the opinion of any outside body irresponsible for his losses or gains.

2295. Do you consider that any other system that would be likely to secure a better selection of probationary officers would be a better one?—If it could be proved to me that more efficient servants could be obtained in another way I should favor it; so far as my study of the subject has gone I have never heard of such a system.

2296. Would not an open competition furnish a wider field to select from than when the nominations are made for political considerations?—I believe, as a rule, competitive examinations have never yet succeeded in properly testing the qualifications of a man for the Civil Service.

2297. Have you given some consideration to the system of competitive examinations for the Civil Service in Great Britain?—I have given the subject some study.

2298. What do you understand to have been the result of the system in the Civil Service there?—I consider it to have, in many respects, broken down, because the educational tests applied did not try satisfactorily the competence of men for the peculiar work which they had before them.

2299. Will you be good enough to state your reasons for saying that it has broken down, or refer the Commission to any evidence in support of that statement?—I cannot give any such evidence at this moment; what I have said before is the general idea I have obtained from my reading on the subject.

2300. Are you aware that the application of it has been extending from one branch of the Service to another up to the present moment?—I am aware of late years it has been extended to several branches of the Civil Service.

2301. Is there at this present moment any branch of the Imperial Civil Service to which it is not applied?—I am not certain.

2302. If, as you say, it had broken down would it continue to be extended after the trial it has had for so many years?—I think there are periods of manias of all kinds which must run their length.

*By Mr. Barbeau :*

2303. Do you consider that an examination made by members of the Civil Service, as required by the Civil Service Act of 1868, would have as good results as if carried on by persons not in the Civil Service, and free from all outside influences?—I have not given the subject close attention; but my opinion is that, outside, independent examiners would be better.

*By the Chairman :*

2304. Do you consider that the prizes in the Service should belong to those in it in preference to conferring them on outsiders?—I think it would tend very much to the efficiency of the Service if they were kept for those who had worked their way up in the Service. I think it is often a great discouragement to deserving officers that they have no assurance that the promotion they work for will be obtained.

2305. How do you account for the fact that outsiders are frequently brought in notwithstanding that it has a prejudicial effect on the Service?—They are at times brought in by means of political pressure.

2306. Then, your opinion is opposed to appointment or promotion through political patronage?—My opinion is already recorded, that I think the nomination should be made by the Ministers of the Crown.

2307. Would it, in your opinion, be an improvement on the present system, that Civil Service Commissioners be appointed by the Ministers of the Crown, in the same manner as the Judges are now appointed, who would have the power of regulating the examination of candidates as well as promotion in the Service?—I have already stated that I believe that an outside body of examiners, to keep out unfit candidates for official positions, might be very useful; but I am strongly of opinion that promotions within the Service should be made solely on the recommendation of the Deputy-Heads of Departments, who know the work that is done. I would trust, much sooner, for ascertaining a man's merits and worthiness for promotion, to the knowledge of his daily work than to all the examinations that were ever held.

*By Mr. Brunel :*

2308. Is it not within your experience that appointments to the Civil Service, especially to the outside branch of it, by Ministers of the Crown are, in a majority of cases, practically, appointments by members of Parliament?—It is to my knowledge that local patronage is given, as a rule, upon the recommendation of the member for a constituency if he be friendly to the party in power.

*By Mr. Mingaye :*

2309. There is a Civil Service Act in force which declares that candidates for appointments must first be examined. How—as this examination has never been carried out, evidently for political reasons—can you explain why you are in favor of placing men in the Service through political patronage alone, and are unwilling to see an attempt made to organize a system for the better carrying on the Civil Service of this country?—I may say that I was not aware till I entered this room that no examinations were held by the Board in accordance with the Act. This provision of the law was at one time carried out, and I am by no means satisfied that it was altogether due to political reasons that it fell into desuetude. I have already stated that I conceive an entrance examination to be very valuable. My impression is also very strong that any attempt to build up new barriers in the future will scarcely prove more successful than those of the past.

*By Mr. Tilton :*

2310. Are there not a number of offices in the Service the duties of which are of such a character that persons entering at an early age could not be expected to perform them efficiently?—My impression is that the provision in the Civil Service Act allowing appointments from the outside where a fit man for a particular service cannot be found within it, is necessary.

2311. By what process would you test the efficiency of the official to be brought into the Service from outside?—I have never given that subject special consideration; but the rule hitherto followed of selecting men engaged in pursuits which should give the necessary knowledge and experience is a pretty safe one—if strictly acted upon.

*By Mr. White :*

2312. Do you think that, if all the first appointments to the public service in Canada were subject to open competition it would have a beneficial effect upon education generally?—It might possibly do so; but in this connection I consider only the well-being of the Civil Service.

*By Mr. Brunel :*

2313. If it were uncertain who would be appointed to any vacant place in the Civil Service, would not that uncertainty have a tendency to prevent the creation of many places of emolument, and so promote economy in the public service?—I have no experience which would enable me to answer that question satisfactorily to myself.

2314. Will you be good enough to state your opinion as to whether, if members of Parliament ceased to exercise the patronage that has been referred to in a previous question, they would be likely to guard the public interests with greater jealousy, in so far as relates to the creation or continuance of unnecessary offices?—I think it quite possible, at times, members might be restrained in the direction indicated; but I do not think, from my long intercourse with men in Parliament, that they are frequently swayed in the use of their votes by such paltry considerations as the creation of patronage. I consider it a grave responsibility which they ought to undertake. But it involves, as far as my experience goes, more plague than profit.

*By Mr. Tilton :*

2315. Does your experience as “The Queen’s Printer” enable you to make any suggestion to further improve the system that now exists with reference to the public printing?—I should like to reply in writing.

I do not think that, in so far as economy is concerned, the present system can be improved upon; but I think it is quite possible that more excellence of work, and at times greater speed in its execution, might be secured by the establishment of a Government printing office. Whenever work is taken at such low rates as now prevail, in consequence of the keen competition among tenderers, there is a tendency to get work accepted which, in a Government printing office, would not pass. The most painstaking official does not care to exact from a contractor the very best that can be done when he knows what is furnished is not sufficiently paid for, though not the very best. In so far as I have been able to consider the subject, without an opportunity of studying carefully the working of either the British or French systems, or that of the United States, I very much doubt whether the practical good to be obtained from a change of system would balance the certain additional expense.

I believe, however, that it would be well to adopt the system which, in some branches of the Service, prevails in Great Britain, and only to ask for and accept tenders from men well established and well known in the business, with enough plant, or somewhere near enough, to do the work tendered for. I do not think the scramble among outsiders with neither knowledge of the business nor plant to carry it on, tends to promote fair competition or good work after a contract is so secured. To start a man in a business new to him, on the strength of a contract so scrambled for, is not fair to men established in and conversant with the business.

I believe, also, that a provision giving the Government the power to renew these contracts, upon a fair readjustment of prices, with contractors who have given satisfaction, would promote efficiency and the easy working of the system. Now, if a new contractor obtains the work, one year out of the five is passed before he gets his office properly adapted to the work and his staff properly organized. There are numerous vexatious hitches and delays, involving losses to the contractor, if not also to the Department. Thus one-fifth of the period of the contract expires before it begins to work smoothly; and nothing would be a greater incentive to punctuality

and good work on the part of a contractor than a knowledge that if he gave satisfaction during the first five years he would have a good prospect of a renewal. It would encourage him specially to keep his plant and material in the best order.

Suggestions have, from time to time, been made that the best plan of all would be to allow the Queen's Printer to settle a scale of reasonable prices, and allow work to be done at such local centres by such establishments as the Government of the day might decide upon. Doubtless, this were best if we considered only the question of a fair distribution of patronage over the country; but it would, of necessity, be less economical. It would tend to prevent a proper supervision and checking of the work, and destroy the uniformity which is necessary for the proper working of great Departments—such as the Post Office, for instance—in forms and returns which require subsequent tabulation, etc.

I would submit, with respect to the retail sale by me of the Statutes and *Canada Gazette*, that it would be better if one or more leading booksellers in each of the large towns were intrusted with this work, accounting for their sales from time to time; and at the same places might be kept for sale, at the cost of the paper on which they are printed, parliamentary blue books. Under the present system of giving these away they find their way into the hands of many who have no use for and waste them, and those who really desire to preserve them to put to good use must beg them as a favor or go without. If the above system—which is that long established in the Mother Country—were adopted here, the distribution would be more usefully made and some small revenue obtained to recoup the cost of printing.

I think it would be well if the system pursued by the Post Office inspectors in ordering advertising—*i.e.*, the use of a printed form enjoining close setting and the method of measurement to be allowed—were extended to the Postmasters, as well as to the local officers of all the Departments who require to issue advertisements, without having opportunity to refer to the head office.

OFFICE OF THE QUEEN'S PRINTER,  
OTTAWA, 13th Nov., 1880.

D. McINNES, Esq.,  
Chairman, Civil Service Commission.

SIR,—I desire, if the Commissioners will permit me, to add a statement to my evidence given on Wednesday last, upon a subject about which I was not questioned.

I should like to state the very strong opinion which I entertain of the utter injustice of the present superannuation deduction from salaries, and their mode of application.

The man of pluck and zeal works on in the Service till he dies, if he is permitted. The reward for his zeal and the return for the moneys he has contributed to the fund—perhaps for many years—are *nil*!

The man without interest in his work, who makes a crafty calculation of chances, may secure superannuation while he is still good for other work; or the Government, desiring to make changes in the office, turn him out without any actual necessity for it. He is well provided for. His superannuation is possibly good to the public service of the country, as letting in a better man for the work—or, possibly, to the Government politically, as providing a new place—but it is of no benefit whatever to the persons who remain in the Service doing their work and contributing, *against their will*, to the fund which enables the Government so to relieve themselves of what they, justly or unjustly, regard as an incumbrance.

I submit that the Government should (as the Imperial Government does) undertake the cost of superannuation altogether; or, if any contributions to the fund are exacted from us, some equivalent should be provided for the wives and children of those who die in harness for the the pleasant superannuation allowance which is given to those who retire often with many years of active life before them.

I trust this view of the case may receive the favorable consideration of the Commissioners.

I have the honor to be, Sir,  
Your very obedient servant,  
B. CHAMBERLIN.

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DEPARTMENT OF JUSTICE.

Mr. Z. A. LASH, Deputy Minister of Justice, examined :—

*By the Chairman :*

2316. Will you kindly state what position you hold in the Service, and how long you have held it?—I am Deputy Minister of Justice, and have been so since 1st September, 1876.

2317. How many branches are there attached to your Department, and will you kindly state the nature of the work and duties?—There are two branches, the Department proper and the Penitentiaries Branch. There are at present five penitentiaries for the Dominion. There is an inspector of penitentiaries, who is an officer of the Department of Justice, with general executive control over the administration of penitentiaries, subject to the Minister of Justice. The inspector is the head of the Penitentiary Branch of the Department. The local administration of the penitentiaries is carried on by the wardens and staff, subject to the directions of the inspector. In addition to the inspector, there has been, since 1st July, 1880, an accountant of penitentiaries, who is an officer of the Department of Justice, responsible to and subject to the control of the Minister. His duties are connected with the accounts and financial affairs of the various penitentiaries. In the Penitentiaries Branch there is one clerk, at present a senior 2nd class clerk. With the exception of the penitentiary in British Columbia, all accounts for articles purchased each month, for the use of the penitentiaries, are transmitted by the wardens to Ottawa, for inspection before payment, and are paid by the Finance Department, on the certificate of the inspector and the authority of the Minister, or myself, the Deputy-Minister. The accounts in British Columbia are submitted to an assistant-inspector, living there, and are transmitted to Ottawa after payment; this is on account of the distance of the penitentiary from Ottawa. With the exception of the sum voted for the contingencies of the Penitentiary Branch, the Department has no direct control over any moneys, all payments being made by the Finance Department on request. The business of the Department proper consists almost entirely of matters referred to it from one or other of the remaining thirteen Departments; such matters being referred when some legal question is involved, upon which the other Departments desire legal advice or legal action. Among such matters referred, are considerable numbers of applications to the Governor General for pardon of criminals; the references are made for the recommendation of the Minister with respect to the action to be taken thereon by the Governor General. With the exception of the sum voted for the contingencies of the Department proper, the Department has no direct control over any moneys.

The Dominion Police Force, consisting at present of 20 men, is under the control of a commissioner of police who is a clerk in the Department of Justice. The men are appointed on the recommendation of the Minister of Justice, and the pay-list for their wages each month is certified by myself. With that exception, the Department has no special connection with them. If they may be considered as attached to any Department they are attached to the Department of Justice.

2318. Do you furnish your inspectors of penitentiaries with any written instructions for their guidance and defining the extent of their authority over those whom they inspect?—There is a general code of rules for the administration of the penitentiaries. The inspector's general powers and instructions are contained in these and in the Penitentiaries Act; but it is usual for him to ask special instructions from

the Department in cases requiring his action as they arise. He does so and receives instructions.

2319. The whole of the police force attached to your Department are employed about the buildings in Ottawa, of whom you have said there are twenty. Do you consider that the duties which they are called to perform might be done with a smaller number?—I am unable to give any satisfactory answer to that question because their duties are almost exclusively in connection with the buildings and public works in Ottawa. It is only the Public Works Department that could give an answer. Although called a police force, the duties of the men are those of caretakers of the buildings during the day and night; the superintendent receives instructions from the Public Works Department as to the general duties required of the men in connection with the buildings. They have constables' powers; but, unless in connection with something happening in or around the buildings, they are never called on to exercise them.

2320. Do you not consider it an anomaly and prejudicial to the efficiency of the Service that any employés of the Government should be nominally attached to one Department while they receive their instructions from another?—I think it is an anomaly, but, so far, I am not aware that it has worked prejudicially to the interests of the public.

*By Mr. Barbeau:*

2321. What is the cost to the country of that force?—I think the expenditure for the last year was about \$11,000.

*By the Chairman:*

2322. Have you given any consideration to the question of Civil Service reform, with a view to the improvement and efficient administration of the Civil Service of this country?—I have not given the subject sufficient study to enable me to express an opinion upon any particular scheme with reference to the appointments, etc., in the Service. I think, however, at least two results or ends are desirable. 1st. That the appointments should be removed as far as possible from what I may call outside control, in which I mean to include political influence and personal friendship; and 2nd. That the permanent Head of the Department, whose daily comfort is affected, favorably or unfavorably, by the efficiency or inefficiency of his staff, should have some substantial control over the permanent appointments to his staff. I do not think it would be well to vest the appointments themselves in the permanent Head, because that would be but a new way of vesting them in the Minister, but I think the permanent Head should be able to determine whether or not a clerk should be retained after a certain probationary term.

*By Mr. Barbeau:*

2323. How do you think promotions should be regulated so as to act as an encouragement to meritorious officers already in the Service?—I think efficiency for the particular post vacant should be first considered; assuming, as between two or more, equally efficient, seniority in the Service should have the preference.

2324. How are appointments in your Outside Service, say in the Penitentiaries, made?—The warden, deputy-warden, chaplains, accountant and surgeon are appointed by the Governor in Council, on the recommendation of the Minister of Justice. The chief keeper, matron, deputy-matron, store-keeper, school-master, steward and trade-instructors are appointed by the Minister of Justice, without Order in Council. The guards, keepers and messengers are appointed by the warden, and are subject to dismissal by him.

2325. Is the fitness of these officers subject to any official or other test before they are appointed, and do they serve any probationary term before their appointments are confirmed?—None of the officers appointed by Order in Council, or by the Minister, serve any probationary term. The officers appointed by the warden serve a probationary term of six months before receiving a permanent appointment. None of the officers appointed by Order in Council, by the Minister or the warden, necessarily undergo any examination as to their fitness, but it has been customary to make enquiries respecting their fitness; and, in the case of accountants and others

requiring technical knowledge, it has been customary to subject them to an examination.

2326. Do you hold the same opinions in relation to these outside appointments and to promotions in that branch of the Service as you have expressed with reference to the Inside Service?—I do.

*By Mr. Barbeau :*

2327. Is it to your knowledge that incompetent officers have been named to the penitentiary service; and, if so, have they been retained, notwithstanding their unfitness?—I am not prepared to answer.

*By Mr. Mingaye :*

2328. Has the inspector no power over the guards, as to suspension and dismissal, if they are found to have misconducted themselves?—The inspector has general powers over the staff of a penitentiary, and, certainly, can suspend anyone, from the warden down. Whether he can absolutely dismiss a guard or keeper I do not now remember; his powers in that respect are defined in the Act of 1875. He has no power to dismiss the superior officers.

2329. Which of the officers and guards connected with penitentiaries, as mentioned by you, partake in the benefits of the Superannuation Act?—The Warden, deputy-warden, surgeon and accountant; and in Kingston the Protestant chaplain.

*By Mr. Tilton :*

2330. Please state the duties of the Commissioner of Police?—He has general executive control over the force.

*By Mr. Taché.*

2331. Are you generally satisfied with the *personnel* of the Department of Justice, and is the work of the Department generally done to your satisfaction?—I am. It is.

*By the Chairman :*

2332. Have you in your Department, or in any of the branches thereof, too many officers or other employés, or any who are unfit for the proper performance of their duties from any cause, and whose service might be dispensed with?—I have not too many for the work to be done. There are none who are unfit for duty, or whose services might be dispensed with.

2333. Are there extra clerks employed at times in the penitentiaries where pay does not appear in the ordinary pay-list?—There are none.

2334. What is your opinion of the annual increment to salaries as it now exists, irrespective of merit or particular qualifications?—I think the principle is decidedly wrong. I think it adds a large annual cost to the Service without producing a corresponding benefit.

2335. How would you have salaries increased?—I have not studied the matter sufficiently to reply.

*By Mr. Tilton :*

2336. Will you please state the mode adopted by the Department of Justice in making payments through the Finance Department, and the reason for adopting this course?—The reason for adopting the course I cannot say, as I found it in existence when I came to the Department. I have a horror of accounts or of dealings with money, and have no desire to see a change in the general system, which is as follows:—First, as to the Penitentiaries. The warden transmits every month the accounts of the liabilities incurred by him for supplies, &c., for the previous month, duly certified by himself; after inspection in the Department, these accounts are certified by the Inspector, and are transferred by me to the Finance Department for payment. That Department or the Auditor-General then issues to the proper bank near the penitentiary a credit in the name of the warden and his accountant for the total amount. The warden is informed of it, and he issues cheques to pay the accounts. After being receipted, the accounts are transmitted to the Finance Department as vouchers, and the warden's cheques are also transmitted when received from the bank. As to the Department proper, when any payment has to be made out of any vote, subject to the control of the Department, a letter is written to the Auditor-



General requesting him to pay the amount, accompanied by the necessary vouchers, if any.

2337. Can you inform the Commission why some officers of your Department pay the superannuation tax while it is not exacted from others occupying exactly similar positions?—I know nothing of this matter. I believe that hitherto such matters have been controlled by the Treasury Board.

2338. Do you transmit accounts for payment, irrespective of any information as to what relation the expenditure bears to the amounts voted?—Certainly not. In Penitentiary accounts this question forms part of the inspection before payment, and appears clearly upon a schedule accompanying the accounts of each month, showing the details of the intended application of the amount voted. With respect to the expenditure in the Department proper, this matter is practically of no moment, as the expenditures are few and far between, and confined to one or two votes.

*By Mr. Mingay :*

2339. Are there not a great many matters coming before your Department which are necessarily made in the French language, and would not a knowledge of that language by all the officers under you be a great advantage in their carrying on their duties, and therefore should form part of any examination for entrance into your Department?—With the exception of myself, the Chief Clerk and the Register Keeper, there would not be a great advantage in having the clerks in the Department possess a knowledge of the French language, as the matters which come before the Department in French are generally those which require the attention of myself or the Chief Clerk and the Register Keeper; but, I think, it would be desirable for many reasons that as many officers as possible should have a knowledge of the French language.

1340. Do you think that the general knowledge of the French language in all the Departments would be of general advantage to the whole Inside Service?—I think the more a man knows the better for himself and all about him.

The Commission adjourned at 6 p.m.

## DEPARTMENT OF RAILWAYS AND CANALS.

WEDNESDAY, 10th November.

F. BRAUN, Secretary of the Department of Railways and Canals, examined:—

*By the Chairman :*

2341. Will you please to state what position you hold in the Department of Railways and Canals, and for how long a period you have held it?—I was appointed Secretary to the Department of Railways and Canals after the Act of 1879, constituting the Department. Previous to that, in March, 1864, I was appointed Secretary to the Department of Public Works. In April, 1854, I first joined the Civil Service.

2342. Will you please to state the nature of the duties or work which you have to perform?—I am charged with the general correspondence of the Department, subject to the instructions of the Minister or his Deputy; am in charge of papers, records, documents, maps, plans, in fact, of all the documents of the Department. On reference to the Act all the duties of the Secretary will be seen set forth.

2343. How many officers or other employés are there in the Department, over whom you exercise supervision?—To state them by branches, there are: the Accountant's Branch, the Record Room, the Correspondence Branch, &c., the charge of plans. The Chief Engineer of Canals is also in our Department. The Chief Engineer of the Pacific Railway, and his staff, are at head-quarters, and may be considered as forming part of the Inside Service of the Department.

2344. How are the clerks or other employés appointed in the Department?—The permanent clerks are appointed by Order in Council.

2345. Are you ever consulted as to any of the appointments?—I am not.

2346. Are the clerks entering the Service examined as to their fitness for the duties they have to perform, as required by the Civil Service Act of 1863?—I am not aware.

2347. Are there, then, in your Department any officer or other employés who, from any cause, are not well fitted to perform their duties?—I am not aware of any one in the Department unfit or disqualified.

*By Mr. Barbeau :*

2348. Does the present system of making appointments expose you to employ unfit subjects?—So far, I might say that the persons appointed have proved capable.

*By the Chairman :*

2349. How are promotions regulated—are persons already in the Service promoted to vacancies or are outsiders sometimes brought in?—Since I have been in the Department there have been very few vacancies. I am not prepared to say if appointments to these vacancies would have been considered promotion. There is very little promotion in the Department. The *personal* of the Department has scarcely been increased since Confederation.

*By Mr. Barbeau :*

2350. What is your opinion about examination and a term of probation, prior to appointment? Do you think the adoption of such a system would be of a nature to improve the efficiency of officers?—In the Accounts Branch and the Engineering Branch and the Corresponding Branch, such an examination would be very necessary. In the other branches, I do not consider it would be.

2351. Can you state why it would be unnecessary in the other branches?—Assuming that the candidate is possessed of a common education, the duties with which he would be entrusted being of a simple character, he would easily fulfil them if possessed of ordinary intelligence.

2352. What other means would you have to ascertain the qualifications of candidates?—I would test them at their work in the office.

*By the Chairman :*

2353. How are the salaries regulated ; do the clerks receive regular increments annually?—Yes ; they receive the \$50 increase, subject, of course, to the approval of the Minister. There have been a few instances in which the Minister refused the increase.

2354. For what cause was the increment not given ; and have the clerks to whom it was not paid been retained in the Service?—I do not know the cause, it being altogether within the knowledge of the Minister. No dismissals that I recollect took place.

*By Mr. Barbeau :*

2355. Do you think the present system of allowing annual increments to salaries, irrespective of merit, is advantageous to the Public Service?—As a rule, I do not think it is advantageous.

*By the Chairman :*

2356. Are some of the clerks, by reason of this annual increase to their salaries, paid high salaries for work which might be performed by clerks receiving a lower scale of salary?—That is the case.

*By Mr. Barbeau :*

2357. Have you any extra clerks whose pay does not appear in the ordinary pay list ; and, if so, how many?—There are some, but I do not know how many.

2358. To what service or appropriation is the salary paid them charged?—They are paid out of the appropriation for the works.

2359. In what manner are contracts asked for, and by whom are they received and opened?—Contracts are asked for by advertisement signed by me. Tenders are received by me as Secretary. They are taken into the Deputy by me and opened by me in his presence and that of one of the clerks.

2360. What precautions are taken to prevent outside parties from getting information about the tenders received?—I keep the sealed tenders together under lock and key till I take them to the Deputy.

2361. How much have the advertisements in your Department cost in the last year, and to how many newspapers have they been sent?—The amount for the past year is \$24,744.72; the number of newspapers, 253.

*By the Chairman :*

2362. Are the officers whose positions in the Department enable them to gain a knowledge of the terms of the tenders sent in by contractors bound not to divulge the knowledge thus obtained by them?—The clerks in the Department all understand that they are not at liberty to make use of any knowledge obtained in the discharge of their duty.

*By Mr. White :*

2363. Have you an attendance book?—There is such a book.

2364. Is it signed by all the officers and clerks in your Department?—It does not come before me but before the Deputy.

*By Mr. Tilton :*

2365. Are there not in the Department of Railways and Canals several employés who have been there for years, but who do not pay superannuation tax?—There are several in the Department who do not pay superannuation, whose salaries are charged to construction services.

Mr. JOHN BAIN, Accountant of the Department of Railways and Canals examined:—

*By the Chairman :*

2366. Will you please state how long you have been in the Service and held your present position?—I have been in the Service since January, 1857, and have been all that time in the same position.

2367. Please to state how the appropriations voted by Parliament for the various works and services in your Department are dealt with?—An appropriation book is opened, in which the sums voted are entered, and the amounts drawn marked therein against each separate appropriation. The books are balanced at the end of the year. Amounts due by the Department are paid by a certificate accompanied by a voucher, which is sent to the Audit Office for payment. We have now a letter of credit for a certain sum, out of which small payments are made direct by departmental cheque.

*By Mr. Tilton :*

2368. Do delays ever occur in making payments through the Finance Department which would be avoided if such were made directly by the Department of Railways and Canals?—I do not think there is anything that could be called delay, but the system requires a little time to be carried out.

2369. Has it not happened, in your experience, that persons entitled to receive payments from the Department have complained of not receiving such payments promptly?—There may have been complaints, but I cannot recall any at this moment.

2370. Do you prefer the system at present existing of making payments through another Department than your own, and, if so, please state your reasons for such preference?—I have, so to speak, grown up with the present system, and, therefore, prefer it.

2371. Will you please state what payments are made directly by the Department of Railways and Canals under the letter of credit system?—They are principally monthly salaries, advertising accounts and petty payments for contingencies, chargeable to appropriations.

2372. You have informed the Commission that vouchers always accompany an account or certificate when sent for payment. Will you be good enough to state the character of such voucher, when making advances to the outside officers of the Department?—An application is made by the Engineer in charge stating what is wanted, and sometimes he sends the application as a voucher.

Commission adjourned at 6 p.m.

THURSDAY, 11th November, 1880.

Mr. JOHN PAGE, Chief Engineer Railways and Canals, examined :—

*By Mr. Barbeau, Acting Chairman :*

2373. What position do you hold in the Service, and for how long have you held it?—I have been about 39 years in the public service, and about 28 years in my present position, as Chief Engineer of the Department of Railways and Canals.

2374. Please define your duties?—My duties are various, including the designing and execution of the various public works of the Department.

2375. How are first appointments made in your Department?—The engineering staff is generally named by myself. The superintendents of canals are permanent officers, and are appointed by the Government. The Minister does not appoint a man in charge of works of construction without consulting me; these officers communicate with me directly, and not with the Minister.

2376. Are the superintendents of canals and the working staff appointed generally fitted for their duties, and are you consulted for these appointments?—I have said I am not consulted as to these appointments. In some cases when they are first appointed the men are not very suitable to their places.

2377. Do you know of any other method of appointment which would give better subjects?—I do not know how, by any other method, you could get better men. Probation sometimes would and sometimes would not be of value. If men are appointed who are familiar with public works from the beginning, that would give a better class of servants.

*By Mr. White :*

2378. How many clerks are there attached to your office at headquarters?—One clerk (sometimes two) and four draughtsmen, comprise my staff; sometimes there are more and four draughtsmen.

*By Mr. Taché :*

2379. Is it or is it not your opinion that the best school and the best examination are found in the actual working of your branch?—Yes; I think that is correct for the class of officers we require.

*By Mr. White :*

2380. Do you think that your staff, as now constituted, meets the requirements of your Service or could you suggest any improvement?—No; I do not know that I could, at present, suggest any improvement.

*By the Chairman :*

2381. Are the duties of most of your officers and employés mainly technical?—Yes; they are all of a professional and technical character.

2382. What do you consider the most suitable age for first entrance into your Service?—They should make the work of the Department the first business of their education; that is, the men should all be trained before they come into our service.

*By Mr. Brunel :*

2383. Are the salaries of the employés working under you determined by yourself; if not, how are they determined, and are their salaries duly proportioned to their duties and responsibilities?—Very frequently the salaries are determined by me; but not in all cases. I refer mainly to the Outside Service.

*By the Chairman :*

2384. Are all the officers and employés under you on the permanent staff?—There are none of my officers on the permanent staff. I do not think it necessary, considering the nature of the work they are engaged in, they should be on the permanent staff. Some abandoned their position on the permanent staff, formally, when they were promoted in the Outside Service.

2385. Will you please to state the various public works at present in progress?—The enlargement of the Welland Canal; the deepening of the Galops Rapids; the Cornwall Canal; the Lachine Canal enlargement; the St. Anne's improvements on the Ottawa; the Carillon Canal and Dam; the Grenville Canal; the Ottawa River improvements.

## CUSTOMS DEPARTMENT.—(Continued.)

Mr. JOHN LEWIS, of Montreal Customs, re-examined:—

*By Mr. Brunel :*

2386. Have you, as surveyor, any special duties or responsibility in relation to the Customs warehouses in your port?—I have.

2387. Will you be good enough to explain in general terms what they are?—I am required to see that the goods in all the bonding warehouses are checked every quarter, or four times a year, and to report to the Department any deficiencies.

2388. Have you, at times during the past four years, received special instructions from the Department in relation to the inspection of warehouses at the port of Montreal?—There have been special instructions received within the last four years, but the date I cannot exactly recall. They were, I think, with reference to spirits or wines that had been in bond beyond a certain time.

2389. Did you carry out those instructions without unnecessary delay?—I think all the warehouses were examined containing the goods referred to. There was no delay that I am aware of. The work caused considerable trouble.

2390. Having made such special inspection, did you discover any circumstances of an unusual nature, or any evidence of important irregularities?—I have no recollection of any during that time which could not have been accounted for from natural causes; there may have been one or two exceptions, but not of any serious moment, such as the transfer of spirits for the filling up of other casks, after having obtained permission to do so.

2391. Are you aware of any special circumstances that rendered the issue of such an order by the Department necessary?—I think, to the best of my recollection, it must have been in consequence of some frauds that were committed; but what particular frauds I do not know, as several frauds on the revenue had been committed by the abstraction of spirits from bonded warehouses, all of which were reported to the Department as soon as they became known to the Montreal office.

2392. Have you ever offered any objection to the inspection of the bonded warehouses at your port by the inspector of ports?—Never; nor have I ever heard of any objection being offered to him on the part of anyone.

*By the Chairman :*

2393. Are you sometimes deputed to perform the duties of collector so as to interfere with your duties as surveyor?—I am sometimes deputed to act as mentioned, but my duties as surveyor are not interfered with.

*By Mr. Mingay :*

2394. What officers at your port administer the affidavit required by the Customs' Act?—The chief clerk or the officer who may be immediately concerned. The chief clerk in administering the oath on inward entries and other officers in administering them on outward entries.

2395. Under what authority do they do so?—I presume, on Order in Council in reference to the officer administering the oath on inward entries; and the other officers by the authority of the collector.

2396. Can you give the number of sufferance warehouses in your port in present use?—Seven or eight, including warehouses at railroad stations and on wharf.

2397. Can you give the number of bonding warehouses at your port?—There are 87 actually occupied at this date.

2398. Can you give the number of lockers or other officers employed at these warehouses, both sufferance and bonding?—There are 25 lockers employed in the bonding warehouses.

2399. Under the last regulations respecting bonding and other warehouses, were those in use, prior to such regulations, of a kind which would come up to the requirements thereof when they came in force; how were such warehouses treated?—Some of the warehouses were up to the requirements of the new regulations, but not all; and those not so were allowed to continue by special subsequent instructions to that effect.

2400. What is the effect of keeping on those warehouses not coming up to the regulations?—As towards the revenue, I have no present recollection of any frauds

perpetrated in any of the old warehouses, or warehouses not in strict accord with the present regulations, since those regulations came into force. But a very large fraud has been committed in a warehouse which was in accord with the new regulations.

2401. You have already stated, in reply to a question previously put to you at Montreal, that you considered a considerable saving would be effected by establishing Government warehouses. Provided such a system were carried out, can you inform the Commission what saving there could be made at your port, and how?—A large saving in the number of officers employed, and greater security in preventing frauds.

2402. Would the storage fees of such Government warehouses, with proper management, be a gain or loss to the Government; and can you give any explanation whereby this could be done?—At Montreal the storage fees would, in all likelihood, exceed the expense as well as cover the rent; and suitable warehouses might be erected or leased for that purpose. The present system also might be improved by limiting the warehousing of goods to an extra building, owned by others, but under the control of the Government, in so far as the revenue is concerned; the owner of the warehouse charging the usual warehousing fees to parties having goods there.

2403. Could not the surveyor, inspector of ports, and all other inspecting officers, inspect the goods warehoused under such a system in a much more efficient manner and in much less time?—Yes; not a tenth of the time would be spent in inspecting.

2404. How long a time do you think, at present, it ought to take to make one thorough inspection of all your warehouses?—From a month to six weeks.

2405. Have such thorough inspections been made at your port, and when and how often, within the last four years by the inspector of ports?—No; not a thorough and complete inspection.

*By Mr. Brunel:*

2406. Would the contemplated saving to the Government by the change in the warehousing system which you advocate involve the sacrifice of any important private interests in property now used as bonded warehouses?—It might and doubtless would.

2407. Will you be good enough to state, for the information of the Commission, what system of warehousing and kind of bonded warehouses would best reconcile the interests and convenience of the merchants with the safety of the revenue and economy of management?—I consider the present system objectionable in cases where a bonded warehouse is in the same premises as those occupied for private business, and into which warehouse access can be had only through those premises, and that the combined interests of the merchant and Government could be effected by a bonding warehouse adjoining private premises into which access could only be had by an outside door, under a Customs lock, and that any communication with an adjoining warehouse should be by means of an iron door secured within the bond.

*By Mr. Tilton:*

2408. Is it not the fact that the rapid facilities now afforded by rail and steamers for the transit of merchandize render less necessary for the purposes of trade the keeping of large stocks of goods in bond, and the maintaining of so many private warehouses?—Yes.

*By Mr. Brunel:*

2409. Do you consider that the salaries paid to the officers of the port of Montreal are, as a rule, fairly proportioned to their duties and responsibilities?—No; not as a rule, I do not hesitate to say that generally the officers are underpaid. For instance, the supernumerary officers are paid at the rate of a dollar and a half per diem, when employed only, a less sum than is earned by ordinary laborers working on the same wharves. There are also other officers whose salaries are small, and have not been advanced for several years, and have no prospect of being advanced. In fact, I think a system should be adopted with the view to advance worthy officers to a maximum sum, which would tend to improve the Service.

2410. Have you ever considered the question of "duty pay," that is giving additional pay while an officer is employed on duties involving unusual responsibilities, such duty pay being arranged as to constitute a reward for meritorious conduct?—I

have considered the question, and think that officers employed on other and more responsible duties than their regular duties should be paid an additional sum per diem when so employed.

2411. Do any landing waiters or other officers of Customs at Montreal receive regular pay from any railway company or shipping firm in addition to their official salaries?—No regular pay; but when employed beyond office hours they are paid extra, according to the regulations of 1858.

2412. Can you state to what extent this occurs, and how the pay so received by such officers is managed?—All such payments are made through the collector. The amounts received by the collector are not deposited to the credit of the Receiver-General, but paid direct by him to the employés.

2413. If this extra pay were refused by any person or company called upon to pay it, how would the collector act, and would the work after hours still be done by an officer for such person or company?—No absolute refusal to pay such sum has ever occurred; but such service would not be again rendered to such person or company if not paid for. In cases where any doubt has existed as to the parties being unwilling to pay, the payment has been exacted in advance.

2414. What is your opinion as to the expediency of allowing officers to receive additions to their salaries in that way?—I think it is unavoidable in certain cases and necessary for the convenience of business.

*By Mr. White:*

2415. Have you formed any opinion as to the advantage of a scale of salaries rising in each class, from a minimum to a maximum, by annual increment, as compared with a scale giving the same salary to each individual in the class, irrespective of length of service in the class?—I have, and reported on it in one or two cases, to the effect that I support a gradual increase of salary. I will send a copy of this report.

2416. Do you not think a knowledge of both French and English absolutely necessary to enable Customs employés in the Province of Quebec to perform their duties properly?—I consider that it would be a great advantage in many cases; but I have no recollection of any merchant transacting business in the Customs House who is not familiar with the English language; and all documents are made in English.

FRIDAY, 12th November, 1880.

Mr. LEWIS, of the Montreal Customs House, appeared to explain his previous evidence:—

My remarks, in reply to question 2407, had reference more especially to warehouses for the storage of spirits and wines, and not to sugars, molasses, chemicals, pig iron, heavy hardware, machinery, and such like goods.

*By Mr. Brunel:*

2417. Can you inform the Commission as to the approximate loss the revenue has sustained through frauds in regard to the warehousing of wines and spirits during the last four years?

The Commission adjourned at 6 p.m.

DEPARTMENT OF RAILWAYS AND CANALS.—(Continued.)

MONDAY, 15th November, 1880.

Mr. T. TRUDEAU, Deputy Minister of Railways and Canals, examined:—

*By the Chairman:*

2418. Will you please state how long you have been in the Service and held your present position?—I entered the Service in 1859, and have held my present position since 1864.

2419. Will you kindly state generally the nature of your work and duties?—I am the Deputy of the Minister. My work consists in the general charge of the Department. I am familiar with the general transactions of the Department.

2420. Is there any examination for admission or promotion in your Department?—There is no formal examination for either.

2421. The Act of 1868 provides for examination for admission into the Service; can you state when the provisions of that Act ceased to be acted upon?—I do not recollect the date of the last examination; it is some years since.

2422. How are first appointments at present made in your Department and in the Service generally?—They are made by the Minister on the recommendation of well-known citizens. In most cases persons are appointed for short periods on trial, and if found suitable they have a chance of being made permanent.

2423. What is your opinion as to the effect on the Service generally of the prevailing method of making first appointments?—I cannot say that the effect is a bad one.

2424. You have stated that candidates have generally to serve a period of probation. Will you please state for how long, and whether any have been discharged by reason of unfitness?—The question does not admit of a precise answer. Owing to the unequal pressure of work in the Department the staff is open to increase or diminution at certain seasons. Persons admitted at these periods undergo a practical probation, and, if efficient, may be retained; if not, they are allowed to go when their services are no longer required.

2425. What do you consider the best age for first entrance into the Service?—I have never considered that question; but I do not think it detrimental to a man to have been engaged on other business before he enters the Government Service. I think, indeed, that the possession of experience so gained would be rather in his favor.

2426. Do you not consider that it would promote the efficiency and economy of the Service that those who enter the employment of the State should do so when young, with a view to make it the business of their lives?—I do think so.

2427. Have you given any consideration to the Civil Service system prevailing in Great Britain?—No.

2428. Do you consider that a system of examination for candidates, which would be suitable to the work and needs of the Service, and a period of probation afterwards—say six months or a year—would procure the best material for the Service, and from which to make promotions?—I do, but I attach more importance to the actual probation than to the examination.

*By Mr. Barbeau:*

2429. At what age are first appointments generally made. Please state the age of the youngest, and that of the oldest, who received their first appointments in your department?—The age of the youngest employee appointed since Confederation was 21 years, and that of the oldest 39 years, at the date of appointment.

2430. Does it sometimes happen that inefficient clerks are appointed?—Yes; it does happen.

2431. Are you obliged to retain them in the Service, notwithstanding?—If they are permanently appointed it is very difficult to remove them.

2432. How are promotions regulated in your Department?—Promotions are made by the Minister, and he generally enquires as to the efficiency and good conduct of the employés when he is about to make a promotion.

2433. Has it happened that outside persons have been named to offices to which clerks already in the Department could have been promoted?—Yes.

2434. Do you not think this is of a nature to discourage meritorious officers, and to check the zeal which they would show if a reward in the way of promotion could be depended upon?—I do.

*By Mr. White:*

2435. You have, in reply to a former question, stated that you thought it rather an advantage than otherwise, that men should have been engaged in some other



business before entering the Public Service; do you not think that, inasmuch as young men are more easily trained, more amenable to discipline, and more likely to submit willingly to the enforcement of regular habits, these advantages are equal to those you would obtain by previous outside training?—In the Department of Railways and Canals there are many engineers employed; and in the case of engineers, I have no doubt whatever that their efficiency could not suffer from their having seen other than Government service. With reference to the other employes it is not of so much importance; I think it would be well if they entered the Government service at an early age.

*By Mr. Brunel :*

2436. With reference to men who have been engaged in other business before entering the Public Service, is it not probable that in such men the public will generally have for its servants those who have been rejected by private employers, or men who have themselves been unsuccessful in business?—I do not think so.

2437. Do you think such unsuccessful or rejected men are as likely to make good civil servants as young men of good character and ability who enter the Service in early life with a view to making the Service the business of their lives?—Unless such rejection or unsuccess has been consequent upon fraud or malpractices, I think the chances are equal.

2438. Are professional men, such as engineers, draughtsmen, &c., who are employed in your Department, as a rule employed temporarily or during the duration of the works on which they are engaged?—Generally during the execution of the works on which they are engaged.

2439. How are such men usually selected, and how are their qualifications ascertained?—They are examined by the Chief Engineer in charge of the work, and on the recommendation of the Engineer they are appointed by the Minister.

2440. How is their rate of pay determined; have you any general regulations in relation thereto?—There are no general regulations, but the salary is fixed by the Minister on the recommendation of the Chief Engineer.

*By the Chairman :*

2441. How many different grades or classes of clerks or officers have you in the Inside Service in your Department, not including engineers?—We have first and second class chief clerks, first class, senior and junior second, and third class clerks—six classes in all.

2442. Would your opinion be in favor of adopting a simpler classification, or reducing the number of grades and classes, and what salaries would you attach to grades so reduced?—It does not appear to me that re-classification or reduction in the number of grades would effect the Department advantageously. I am, consequently, not in a position to offer any opinion as to the salaries to be attached to such readjusted grades.

*By Mr. Brunel :*

2443. Are you satisfied with the organization of your Department as it exists?—I am satisfied with the existing organization of the Department as provided for in the Estimates for the current financial year, at page 16. That is to say :

1 Deputy-Head.	7 First Class Clerks.
1 Chief Clerk, Secretary.	1 Senior 2nd Class Clerk.
1 Accountant.	7 Junior do
1 Chief Clerk.	2 3rd Class Clerks.
1 Chief Engineer Canals.	... Private Secretary.
1 do Railways in operation.	2 Messengers.

Total.....25

*By Mr. White :*

2444. Are the official letters sent from your Department copied by press or by hand?—By press altogether.

2445. What is your experience as to the practical value in your Department of a knowledge of both the French and English languages?—A large number of letters written in French are received and must be answered in that language. It seems to me that the services of an individual who can write and speak both languages are more valuable than those of a man who can only speak and write one language.

2446. As regards first class clerkships, do you not consider that the duties of such a clerkship should be clearly defined, so that the position and salary may be inseparable from the performance of the duty?—Yes; I do.

2447. Do you attach any value to the system of giving annual increases of salary?—These annual increases are made on the recommendation of the Minister; and they are valuable when it is understood that the Minister will not recommend these increases if good service is not rendered.

*By Mr. Tilton:*

2448. Has the annual increment ever been withheld from any employé of your Department?—My impression at this moment is that it has.

*By the Chairman:*

2449. Have you a larger number of employés, either in your Inside or Outside Service than are needed for the work and duties?—No.

2450. Have you in your Inside or Outside Service any employés who, from any cause, are not well fitted to perform their duties, and who in the interest of the Service should be superannuated or be dispensed with?—No; when an officer in the Outside Service becomes incapacitated for the performance of his duties, the case is reported to the Department by the engineer-in-charge; it is considered in the Department, and dealt with by the Minister. I know of no case in the Inside Service.

2451. Are the salaries which are paid so adjusted that the pay is fairly in proportion to the work done?—Not absolutely.

2452. Does not that arise from the fact of there being so many grades or classes of clerks?—I do not think so.

2453. You have stated that your Department at certain periods employs a number of temporary clerks; do you think this desirable?—I think that as many as possible should be made permanent; but, at the same, time I think it would be impossible to conduct the business of a large Department without employing extra clerks now and then.

2454. With regard to the salaries of these temporary clerks; under what head are they entered in the Public Accounts?—Most of them are charged to the appropriation for the works in connection with which they are employed.

2455. When temporary clerks are employed, either for your Inside or Outside Service, by whom are they appointed?—All appointments for temporary service, both in the Inside and Outside, are made by the Minister.

*By Mr. Tilton:*

2456. Are extra clerks paid for Sundays and legal holidays?—Yes.

*By the Chairman:*

2457. What are the hours of attendance in your Department?—From 9.30 a.m. p.m.

2458. Do you keep an attendance book in which all the clerks and officers enter their names as they arrive, and is the attendance regular?—Yes, a book is kept; it is signed, with some exceptions, by the officers; and the attendance is satisfactory. I make a practice of visiting the several rooms of the Department every morning.

*By Mr. White:*

2459. What are the allowances for travelling to the officers of your Department?—Three dollars and a half per diem for those of the inside, exclusive of actual moving expenses.

2460. Have you any clerks or employés who are engaged in any business from which they derive a profit outside their duties to the Department?—Not that I am aware of.

2461. Do you think that it would be expedient to compel men, by a general regulation applicable to the whole Service, to accept superannuation on reaching a certain age?—I do not think so.

*By the Chairman :*

2462. Have you given the question of the present system of superannuation any consideration; if so, can you make any suggestions for its improvement?—I have no suggestions to offer.

Commission adjourned at 6 p.m.

### PRIVY COUNCIL OFFICE.

TUESDAY, 16th Nov., 1880.

MR. J. O. COLE, Clerk of the Privy Council, examined:—

*By the Chairman :*

2463. What is your position, and how long have you been in the Service and held your present position?—I have been Clerk of the Privy Council since January last, but have been in the Service in the same office for 35 years.

2464. Is there any examination for admission or promotion in your Department?—No examination. There are regulations, but they have not been put in force. The clerks recently appointed have not been examined.

2465. What is the present mode of making first appointments in your Department?—They are made by Order in Council, on the recommendation of Ministers, when there is a vacancy.

2466. Then the Act of 1868 has been allowed to fall into disuse?—As far as our Department is concerned.

2467. What is your opinion as to the effect in the Service generally of the present manner of making appointments to it?—I have not given the subject much consideration.

2468. What do you consider the best age for candidates on first entrance to the Service?—From 20 to 25 I think is the best age for entrance.

2469. Do you believe that it would promote the efficiency and accuracy of the Service if there was a system of examination for candidates before being appointed?—I do think so.

2470. Does it sometimes happen that inefficient clerks are appointed, that is clerks not well suited for the work?—It very frequently happens.

2471. Are they retained in the Service notwithstanding their unfitness?—They are.

2472. How are promotions regulated in your Department; by seniority or merit?—By seniority. Of course there have been exceptions.

2473. Are appointments to these vacancies sometimes made from the outside world and not of employés within the office or Service?—I do not remember any case recently in our Department.

2474. How many grades and classes of clerks or officers have you in your Department?—We have one grade and three classes, four grades in all.

2475. Will you please state the various salaries paid to each grade, in the minimum and maximum of each?—Chief clerks, 1st class, salaries rising from \$2,000 to \$2,400; chief clerks, 2nd class, salaries rising from \$1,800 to \$2,200; there is a third class of chief clerks whose salaries do not exceed \$2,000. 1st class clerks begin at \$1,200 and rise to \$1,800; 2nd class clerks are divided into two branches, the senior class getting from \$1,100 to \$1,400; the junior from \$700 to \$1,000. The third class clerks rise from \$400 to \$650. Probationary clerks enter the Service at \$300 per annum.

2476. Do you believe that fewer classes and grades of clerks would be better for the efficiency as well as accuracy of the Service?—I do not see any inconvenience in the system; I could not suggest any change. It depends a good deal on the work of

each Department how many classes are required. In the Privy Council Office all might be of two classes, first and second.

*By Mr White :*

2477. In view of the confidential character of the business of your Department, do you exact from your employés any formal declaration that they will not divulge the contents of papers passing through their hands?—There is no formal declaration as to secrecy, but I warn the clerks against indiscretions. Confidential communications are frequently known as well in other Departments as in the Privy Council.

2478. Are the clerks in your Department required to possess a knowledge of both the English and French languages?—It would be desirable, but it is not required from the clerks.

2479. Could you furnish the Commission with suggestions for the improvement of the organization of your Department, with a view to greater efficiency as well as economy?—In our Department the present classification might be simplified by reducing the number of grades and classes to two classes, first and second, as the work is mainly of the same description for all the clerks.

2480. At present, then, you have clerks who receive different rates of pay for doing the same work; does this arise from their being so many classes, and the yearly increments of salary?—Yes; the difference of salaries arises from the classification and from the gradual rise of salaries by yearly increase.

*By Mr. Brunel :*

2481. Will you explain the difference between the work you would assign to your proposed first-class clerks and the work you would assign to your proposed second-class clerks, and the difference you would recommend between their salaries?—As to difference of salary, I am not competent to speak. As to difference of work, the work of the first-class should consist in supervising the work of the junior class, and occasionally attending to the indexes.

2482. Will you state your opinion as to the annual increments to salaries under the existing regulations, and whether you think such increments are calculated to promote efficiency and economy?—I think the annual increment is a great encouragement to young men on entering the Service.

2483. Have you any more clerks or other employés than are needed for the work of your Department?—No.

2484. Nor any who from any cause are not well fitted for their work or duties?—They are all young men and efficient, and attend always till six o'clock.

2485. Do you keep an attendance book which all the officers and clerks are required to sign; and is the attendance regular?—Yes; it is strictly kept; all clerks sign it; and the attendance is regular.

2486. Have you any clerks or employés who are engaged in any business from which they derive a profit outside their duties to the Department?—We have none.

*By Mr. Tilton :*

2487. Are statutory and Saturday half holidays usually observed in the Privy Council Office, and are the hours which the employés work the same as those in other Departments?—As I have said, the clerks are required to attend daily till six p. m., except during the Session. The statutory holidays and Saturday afternoons are not, as a matter of fact, holidays in our Department, as the clerks are generally required to attend to business.

2488. In view of your answer to my previous question, do you not think that the clerks in your office might fairly be entitled to some consideration for the extra hours of work they perform; or might they not with justice be rated at a higher classification than clerks performing similar duties in other Departments?—Possibly they might be rated higher; but it is to be observed that they are allowed to go out during the day, in view of their having to stay later in the office.

*By the Chairman :*

2489. Have you given the question of the present system of superannuation any consideration; if so, can you furnish the Commission with any suggestion for its improvement?—No; I have not.

## GOVERNOR GENERAL'S OFFICE.

Mr. JOHN KIDD, Acting Secretary of the Governor General, examined :—

*By the Chairman :*

2490. Will you please state how long you have been in the Service and held your present position ?—I have been 23 years in the Service and in the same office, with the exception of one month.

2491. Will you kindly state generally the nature of your work and duties and those of your staff ?—I entered the Service as a first-class clerk, but have acted as chief clerk most of the time. As to the work of the staff generally : Our register entries are about 3,000 annually ; transfers to other departments 200 ; despatches to and from the Colonial Office about 1,000, each despatch from Colonial Office containing from three to four sheets of enclosures ; despatches addressed to Washington, Newfoundland, the Commander-in-Chief and the Admirals on the stations, number about 200 ; all letters and despatches outward and memoranda by the Governor General have to be entered in books. The late Governor General and his successor inaugurated a system of distributing medals to educational institutions, which involves a correspondence of about 1,004 letters. A scrap-book is also kept for which 210 papers have to be examined weekly. About 100 papers are sent weekly to the Colonial Office. All parliamentary papers have to be sent weekly to the Colonial Office and the Board of Trade. A precis of correspondence of any length has to be made for the Governor General. A note correspondence is also kept up with the Government House, of which no special record is kept, representing about 20 letters daily. During the Session a good many Returns are called for by Parliament which involve special work in our Department. Our diplomatic correspondence is also carried on in duplicate.

2492. How are first appointments at present made in your Department ?—They are made by the Government on the nomination of the Governor General.

2493. Is there any examination for admission or promotion ?—In my own case the examination was made ; but in the latest appointments no examination has been exacted. The latest appointee was six months on probation ; I consider that equal to an examination.

2494. Do you consider that a system of examination for candidates, which would be suited to the work and needs of the Service, coupled with a probationary period, would be the best mode for making first appointments ?—Yes ; I am of that opinion.

2495. What system of examination would you recommend, and before whom should these examinations be held ?—I should prefer a competitive examination before a Board for first appointments.

*By Mr. Taché :*

2496. On what would you rely the most ; on examination or on probation ?—On probation.

*By the Chairman :*

2497. What would you consider the best age for candidates on their first appointment ?—From 18 to 20 years.

2498. Have you given any consideration to the present classification and grading of the officers and clerks in the Service ?—I have not given that subject any consideration.

2499. Are you satisfied with the present organization of your office. Have you any suggestion to make concerning it ?—Considering the important duties devolving upon the Chief Clerk, it is considered that he should be designated as an Assistant Governor General's Secretary and rank with a Deputy Head. With regard to the other officers, an additional copying clerk would seem desirable.

2500. Are the numerous copies of documents transmitted from your office made by press or by hand ?—The majority of them by hand. I do not think in our office the press could be used any more than at present.

2501. Are the employés in the Governor General's Office required to be conversant with both the French and English languages ?—No.

*By Mr. Taché :*

2502. Is your staff efficient, and are you satisfied with the work done in your office?—Very efficient. Perfectly satisfied.

*By the Chairman :*

2503. Do you employ temporary clerks in your office?—As a rule we do not. Any extra pressure of work is given out for copying. It is paid for at the rate of 10 cents per folio of 100 words ; or \$1.50 per day when an extra clerk is employed.

2504. Do you keep an attendance book which the clerks in your office are required to sign?—We do not, and I think there is no necessity for it in our office.

*By Mr. Brunel :*

2505. Is the business of your office chiefly correspondence or are there any other matters that occupy the time of your staff?—Chiefly correspondence.

2506. Could the work be so classified as to indicate the comparative importance of each part of it, the degree of responsibility imposed on the clerks to whom each class of work is assigned, and the comparative ability required for the performance of each class of work?—I think not ; the responsibility rests on all, but mainly with the Chief Clerk.

2507. Then, is it to be understood that all the work is of equal importance?—The more important duties belong to the chief clerk ; but the work done by others is of equal comparative importance.

2508. Is it, then, your opinion that all the clerks below the chief clerk should possess equal ability and receive equal salaries?—Equal ability, yes ; but they should not receive equal salaries, because the third clerk does not, on the whole, perform as much important work as the second.

*By Mr. White :*

2509. In view of the large amount of valuable correspondence of which copies have to be kept in your office, are any special means taken to preserve such correspondence from risk of destruction by fire?—No.

2510. What allowances are paid to officers of your Department when travelling on public business?—They are various. To begin with myself: At one time the Government allowed me 50 cents per diem. I protested, and it was increased to a dollar. I refused that. It was then increased to \$2 per diem for personal expenses. Later on, I was allowed \$2.50 per diem. That was put on trial at Niagara, where I lived for six weeks, and am largely out of pocket since that time. The same thing took place at Cacouna. I am about \$500 out of pocket by these two trips. I protested again, and was allowed \$5 per diem. This rate has now been fixed by the Treasury Board. With regard to the officers, their actual bills are paid at expensive places ; but, as a rule, the allowance is \$2 per diem.

The Commission adjourned at 6 p.m.

## FINANCE DEPARTMENT.

WEDNESDAY AND THURSDAY, 17th and 18th November, 1880.

Mr. J. M. COURTNEY, Deputy Minister of Finance, examined :—

*By the Chairman :*

2511. Your position is that of Deputy Minister of Finance. Will you please state how long you have been in the Service and held that position?—I entered the Service in June, 1869, and was appointed Deputy Minister of Finance in August, 1878.

2512. How are first appointments made in your Department?—By Order in Council, on the recommendation of the Minister.

2513. Is there any examination for admission or for promotion?—None whatever.

2514. Then, the Act of 1868, which provides that examinations should take place, has been allowed to fall into disuse?—Yes; as far as I know.

2515. What is your opinion as to the effect on the Service generally of the present system of making appointments to it?—Since I became Deputy Minister of Finance only two first appointments have been made in the Inside Service of the Department. I am unable to judge of a system by only two instances.

2516. What do you consider the best age for candidates on entering the Service?—From 18 to 25 years.

2517. Are you well acquainted with the Civil Service of Great Britain or other countries, and the manner of making appointments and promotions therein?—I am not personally acquainted with those systems, but have read about them.

2518. Do you believe that the efficiency and economy of the Civil Service of this country would be promoted by the adoption of a system of examination, coupled with a probationary period, before permanent appointments are made?—Decidedly, yes.

2519. What kind of examination would you recommend?—Open and competitive.

*By Mr. White :*

2520. Are you aware to how many branches of the Civil Service in Great Britain the practice of making first appointments by open competition has been extended?—No; I am not aware.

*By Mr. Taché :*

2521. Are you aware whether it has or has not been adhered to by the Administration of the day?—I think it was modified slightly by the late Administration, but adhered to strictly by the present.

2522. From what you have formerly stated, is it to be understood that you recommend the powers of appointing public officers to be withdrawn from the responsible Ministers of State?—I do not understand that that idea was involved in my reply to the former question.

2523. Do you think, then, that the power of nominating and appointing should be retained by the Ministers?—Except in the highest positions I think it would be better for the Ministers if they divested themselves from these duties.

*By the Chairman :*

2524. If examinations did not relate to educational acquirements alone, but also to the specific work and duties required, would not the qualifications of the candidate be fairly tested thereby?—I should think so.

2525. Do you believe that the appointment of Civil Service Commissioners by the Government, in the same manner as the Judges are appointed—who would conduct the examination of candidates for the Service—would be an improvement on the present system?—Yes.

2526. What is your opinion of the present system of grading the Service. There are at present eight different grades receiving as many different rates of salary. Do you think that fewer grades would be more suitable?—I cannot answer for other Departments; in my own I think there might be less.

*By Mr. White :*

2527. What is your opinion as to the effect upon the Service of a system of promotion based upon merit and excluding, as a rule, the selection of persons outside the Service to fill vacancies?—Presuming that this question does not include promotion to the highest positions, I am of opinion that such a system would greatly improve the Public Service.

2528. You state you are in favor of promotion by merit, "provided it did not include the highest grade;" how, then, will you fill these higher positions?—I would allow the Ministers to appoint them. All things being equal, however, I should, of course, be glad to see the promotion made from the Service.

*By Mr. Brunel :*

2529. Is it, in your opinion, better that first appointments to, and promotions in, the Civil Service should be kept free from political influence?—Yes.

2530. Will you explain how, in your opinion, that object can best be attained?—By the establishment of a Civil Service Commission.

2531. How, in your opinion, should such a Civil Service Board be constituted, and what should be its tenure of office?—It should be constituted in the same manner as the Civil Service Board of England, and the tenure of office should be the same.

2532. Have you, in your Department, any clerks or other employés who from any cause are not well fitted to perform their duties, and whose services might be dispensed with?—I would prefer not to answer that question.

2532a. Have you any reason for supposing that the Civil Service has heretofore been to some extent a refuge for men who, for one cause or another, have been unable to earn a living in other avocations?—To some extent. I wish, however, in answering this question, to state that it does not necessarily follow that a man unable to earn a living in other avocations should, as a matter of course, be unfit as a Civil Servant—very many men are good servants but bad masters. If failure outside has worn out and exhausted a man's energies it would be different.

*By Mr. Taché:*

2533. Is the work of the Department of Finance efficiently performed by its present staff?—The work is kept up without arrears and is, so far, efficient.

*By Mr. Brunel:*

2534. Could it, by a better organization, be performed with equal efficiency and at less cost?—I do not know that it could be performed at less cost.

*By Mr. White:*

2535. Is it your opinion that an attendance of 6½ hours a day, with three weeks leave of absence annually, is as much as the public ought to expect from civil servants in the Departments at Ottawa?—Yes.

2536. As respects clerks of the first-class, do you think it desirable that the duties of such should be clearly defined, and the position and salary given only to the officer performing the duty assigned?—Yes; I do.

2537. Have any persons having special qualifications been appointed to your office?—There has been one appointment since I took my present position.

2538. Do you consider a knowledge of both the French and English languages essential to a proper performance of the duties of your office?—It is desirable but not essential.

2539. Are the official letters sent from your Department copied by press or by hand?—By a press.

*By Mr. Brunel:*

2540. Could the work in your Department be so classified as to indicate the comparative importance of each part of it, the degree of responsibility involved in its performance, and the comparative ability required for the performance of each class of work?—I have no doubt it could.

2541. Would it be possible, by such a classification, to make the salaries more in proportion to the importance of the work done by the respective clerks than they now are?—I have no doubt that could be done.

2542. What is your opinion of the prevailing practice in the service of giving yearly increments of salary, that is the statutory increase?—I do not like it. I think it to be unjust in its incidence, and as administered it is also unjust between the good and indifferent men.

*By the Chairman:*

2543. Would you be in favor of a scale of duty pay in each grade or division of clerks to be attached to special work or duties requiring superior abilities on the part of the clerk to be able to perform them, and which would be looked to as promotion or one of the prizes of the Service?—I have not given lately enough attention to the subject to enable me to give an opinion, but the idea was a salient part of the report of the Playfair Commission, and the system is in vogue in the Bank of England, the London and Westminster Bank and elsewhere. Such being the case, I think I should be influenced in favor of a system of duty pay.



*By Mr. White :*

2544. Do you not think that grouping officers together in classes has a tendency to lessen the demand for individual increases of salary?—Possibly it would. At all events it is worth a trial.

2545. What is your opinion as to the advantage of a scale of salaries rising by annual increment from a minimum to a maximum in each class?—I have grave doubts as to the value of annual increments.

*By Mr. Tilton :*

2546. Has the annual increment ever been withheld from an employee of the Finance Department?—Not that I know of.

*By the Chairman :*

2547. With reference to the salaries which are paid to your clerks are they in proportion to the work performed?—Generally so—in some cases, perhaps, the salaries are not commensurate with the work performed.

2548. Do you require to employ temporary clerks, and what is your opinion as to the expediency of their employment?—At present there are five or six extra clerks employed in the Department; as a rule, I do not like extra assistance, but in certain cases it may be desirable, as for instance, in copying returns required for the Houses of Parliament.

*By Mr. White :*

2549. At what rate are your temporary clerks paid?—Two are paid at \$2.50 per diem; and the rest at \$2.00; and they are paid for Sundays and civil holidays.

2550. Do you think that temporary clerks should be paid by the day or by piece-work?—In the Finance Department they should be paid by the day.

2551. You have, I believe, in your office a number of female clerks; what is your opinion as to the manner in which they perform their duties?—There is only one female clerk regularly attached to the Department; the others employed are occasional assistants taken on and discharged as occasion requires for purely mechanical work.

2552. What is your opinion as to the desirability of employing female clerks?—For certain positions in the Public Service, I think that women are well qualified, and, in those positions it might be desirable to employ them.

*By Mr. Tilton :*

2553. Have there been any changes in the staff of the Finance Department since the return of the employés was furnished the Commission, and if so, please say to what extent?—Yes; one clerk at \$1,800 has been superannuated, and one at \$1,400, although still on the pay-list, has been transferred to Winnipeg; their places have not been filled.

*By the Chairman :*

2554. Will you please state your views as to the present office accommodation in your Department?—It is defective, structurally. It would be better to have one large room with many clerks than a great number of rooms with each one or two clerks. I prefer one large room to even two large rooms.

2555. Referring to your previous answers respecting office structural arrangements, first appointments and promotions, if the offices were arranged as you suggested, and first appointments and promotions made in the manner stated by you, what effect would it, in your opinion, have on the efficiency and economy of the Public Service?—I think it would have a good effect.

2556. Do you believe that with larger rooms as stated by you that the economy and efficiency of the Service would be promoted?—Yes; I have no doubt of that.

*By Mr. White :*

2557. Have you any persons employed in technical duties in your Department?—Probably the superintendent of insurance would come under that head.

2558. Has a system of imposing fines for misconduct been adopted in your office?—No.

2559. Do you think that under the present Civil Service Act the Deputy-Head of a Department has the power to impose a fine upon the employés of his office for

misconduct?—I should think not, on reading the Act; he has only the power to suspend.

2560. Do you consider that the power of imposing fines for misconduct should be given to a Deputy Head?—I have never considered such a question, but it would be better to strengthen further the hands of the Deputies.

*By the Chairman :*

2561. Do you keep an attendance book, and is it regularly signed by all the officers and clerks?—Yes; I keep such a book, and it is signed by all except the chief clerks and the private secretary.

2562. What is your opinion respecting the payment for extra work; that is work which, in times of pressure, has to be done after the regular or official hours by the permanent staff?—Generally, I am not in favor of payment to the permanent staff for extra work, but think that at times the Deputy Head should have power to pay the permanent staff extra for abnormal work.

*By Mr. Tilton :*

2563. Please state the reason which renders necessary the working of your staff after hours, or the employment of extra clerks?—Chiefly the preparation of Parliamentary Reports and Returns.

2564. Is your opinion with reference to the annual increment, based upon the fact that it has been given indiscriminately in the Service, or are you opposed to the principle?—I am opposed to it on principle, but gathered from observing its effects here.

*By Mr. Brunel :*

2565. You have expressed doubts as to the expediency of giving abnormal work and pay therefor to permanent clerks; will you please explain your reasons for entertaining such doubts?—I think it would be desirable to pay for abnormal work.

*By the Chairman :*

2566. Your Outside Service consists of Assistant Receivers-General, savings bank agents and auditors in the Provinces of New Brunswick, Nova Scotia, Prince Edward Island, Manitoba, British Columbia, and one at Toronto; are the various savings banks inspected, and, if so, how often?—They are inspected, and once a year; the duty is now performed by the financial inspector.

2567. Are the accounts, on the occasion of those inspections found in order, or are there irregularities discovered; and have any losses arisen from such?—There have been losses; but, as a rule, the accounts are found in good order. The sureties have not been released in the cases of loss, and the cases are in suit at present.

2568. Do you sign all official cheques issued by your Department?—I sign all certificates on which cheques are issued; and all official cheques requiring my own signature are signed by myself, other official cheques are signed by the Auditor-General and myself, or one officer of either Department.

*By Mr. Barbeau :*

2569. Do you ever inspect the books of the other Departments, and have suggestions been made with the view of modifying the system of book-keeping adopted by them?—I have seen most of the books of other Departments, but it is not part of my duty to inspect them.

2570. Are you in a position to state whether you are satisfied with books of account kept in the other Departments?—I am not in a position to state.

2571. Do you not think that more uniformity in the manner of keeping the books of the various Departments is desirable?—In preparing the Audit Act, I suggested a permissive clause, copied from the English Audit Act, giving the Treasury the oversight of books and the power of making them uniform.

2572. Are the records on financial matters kept by the Finance or the Audit Department?—By the Finance Department.

2573. Is the correspondence made by any employés without its being seen by you?—Almost all letters I see before they are sent out.

2574. Are all the letters received laid before you?—Generally speaking, they are.

2575. Can the Minister at any time obtain from his Department all the information he may require without waiting until it is obtained from other Departments?—Certainly.

2576. If any error is discovered in any of the returns received from other Departments, is it the Finance or Audit Department that sees to its correction?—The Finance Department, if the returns are made to it.

2577. To which of these two Departments do the outside branches make returns of their operations?—They are made to both.

2578. Is there any delay in sending these returns to the Finance Department so that entries may be made?—There is no undue delay.

2579. Please state in what manner the Dominion notes are printed for and delivered to Government?—They are printed on requisition by the Department and are delivered when so printed.

2580. Are not large amounts of these always held by the engraver, and what precautions are taken for their safe keeping?—I do not think that large amounts are held by the engraver. The engraver has fire proof vaults in which any surplus notes are stored.

*By the Chairman :*

2581. Is the system of book-keeping and accounts devised by yourself, and are they ever inspected by the auditor?—The auditor has nothing to do with the books of the Finance Department. Some of the books have been devised by myself and I propose to make alterations in some others.

2582. How frequently is the account of the Finance Department with the various banks adjusted by comparing the balances, as shown by the account rendered by them, with outstanding cheques?—With all the banks each month.

*By Mr. Barbeau :*

2583. How long after the close of the fiscal year can the Public Accounts be printed; and can you suggest any method which would simplify the form in which they are printed?—If the returns come in as provided for in the Audit Act, there is no reason why the Public Accounts should not be ready by Christmas. I have no suggestion to make at present as to the alteration of the Public Accounts.

*By Mr. Mingay :*

2584. Are the bank drafts remitted for collection made by Customs, Inland Revenue, and all other collections, sent direct to your Department?—Customs remittances are sent direct; the I.C.R. receipts through the Department, but there is no delay.

2585. Are, then, bank drafts accompanied by a bank deposit receipt and letter of advice?—They are accompanied by the triplicate receipt.

2586. Is there an acknowledgment or receipt in all cases sent for each remittance?—Certainly not. The depositor has already a receipt.

*By Mr. Tilton :*

2587. Do you approve of the system of payments, as at present existing in several of the Departments, under the authority of letters of credit; and has, to your knowledge, any inconvenience or improper payments occurred under the system referred to?—I approve of the system, and have no knowledge of any inconvenience arising or improper payments made thereby.

*By the Chairman :*

2588. How are travelling expenses paid in your Department; are they paid by an allowance of so much per diem, or are actual disbursements allowed?—In some cases the per diem allowance is given; in others a lesser per diem allowance.

2589. Have you given any consideration to the question of superannuation; if so, have you any suggestions to make for its improvement?—I am not in a position to make any suggestions, but consider a proper system of superannuation results in economy and efficiency in the Public Service.

*By Mr. White :*

2590. Supposing that it were compulsory upon all civil servants to retire upon attaining a certain age—do you think that such a regulation would be advantageous to the Service?—It depends on the age.

2591. Under the provisions of the present Superannuation Act an officer who has served thirty-five years becomes entitled to a retiring allowance of seven-tenths of his annual salary, and no additional service can entitle him to any higher allowance; do you think that if the Government deem it to be in the interest of the public to retain in the Service an officer who has served his full term of thirty-five years for a further period of say eight or ten years, such officer should receive any additional retiring allowance for such additional service?—Under the English system of superannuation provision is made in certain cases for retiring allowances not exceeding the full salary paid the retiring officer, but the provision is carefully fenced about and treasury minutes are required for each case, which minutes have to be laid before Parliament.

*By Mr. Brunel:*

2592. Can you furnish the Commission with a statement showing how the Superannuation Act, as heretofore administered, has affected the cost of carrying on the Public Service in your Department?—Not conveniently at present.

*By Mr. Tilton;*

2592. (a). Do you not think the operations of the Superannuation Act might, with advantage to the Service, be extended so as to grant limited annuities to the wives and children of deceased civil servants?—I imagine that there is a difference between a retiring allowance to a public servant and annuities or endowments to his wife and children. In many institutions life insurance forms part of the scheme of administration, and acts advantageously, but I believe it is generally separated from superannuation. *Vide e.g.* London and Westminster Bank.

2593. Are the officers in the lower grades in your Department generally possessed of qualifications and abilities that would fit them for promotion to the higher grades as vacancies arise?—Generally so.

*By the Chairman;*

2594. The scope and nature of the enquiry for which this Commission was appointed has been already conveyed to you—the creation of a new theoretical organization for each Department is specifically mentioned. Will you be good enough to give your views on this important point, and upon any other not fully brought out or decided during your examination?—I have no suggestions to make. For the present and only for the present, excluding the Financial Inspector and the Insurance Branch, I think this Department requires 3 chief clerks (graded alike); 6 first class clerks; 24 second class clerks (grades combined); 3 third class clerks.

#### DEPARTMENT OF RAILWAYS AND CANALS.—(Continued.)

FRIDAY, 19th November, 1880.

MR. D. POTTINGER, Chief Superintendent of Intercolonial Railway, examined:—

*By the Chairman:*

2595. Will you please state your position on the Intercolonial Railway, and how long you have been in the Service?—I entered the Service in July, 1863, and was appointed to my present position on the 21st February, 1879. Prior to that I was General Storekeeper from August, 1874; and from November 9th, 1872, to August, 1874, I was Station-Master at Halifax. From May, 1871, to November, 1872, I was Cashier of the Nova Scotia Railway.

2596. Will you please state generally the scope of your authority and the nature of your work or duties?—I am the head of the railway, under Mr. Schreiber, and have a general supervision of all the work on it. For convenience of working, the railway is divided into six departments; each of these departments has a separate head: 1st. The general freight and passenger department. 2nd. The traffic department (this is divided into two parts—one district extending from Quebec to Moncton, the other from St. John to Halifax, Point du Chêne and Pictou); each of these two districts has a separate Superintendent. 3rd. The engineering department; this department has the charge of the maintenance of way and works, including buildings and bridges. 4th. The accounting department, which has charge of all the accounts,

and in which the accounts from the different departments centre. 5th. The mechanical department, which has charge of all the rolling-stock and machinery. 6th. The stores department, which has the purchasing, issuing and care of all stores, and materials of all kinds.

*By Mr. Brunel :*

2597. Do you contribute to the superannuation fund? How many of the employés under your supervision contribute to that fund?—I contribute myself, and have done so since 1871. The accountant, the mechanical superintendent, the general freight and passenger agent, the traffic auditor and the paymaster also pay superannuation; the others do not pay.

*By the Chairman :*

2598. Are the officers, clerks or other employés over whom you have control selected and appointed by yourself; if not state by whom they are appointed?—The appointments are made under Mr. Schreiber's direction, and the promotions also. When vacancies occur, I inform him of the fact and sometimes recommend some person already in the Service to fill the vacant place.

2599. Do you know, of your own knowledge, whether the persons so appointed are the nominees of the Chief Engineer or of the Minister?—In most cases, I believe, they are nominees of the Minister.

2600. What is the practice of the Department in filling up vacancies and making promotions?—It is the practice of the Department, and the instructions of the Minister and Mr. Schreiber, that when vacancies occur in the Railway Department they should be filled by the promotion of competent men in the Service, and the Minister has given instructions that the men selected from the outside shall, in all cases, be competent to fill the positions to which they are appointed.

*By Mr. Brunel :*

2601. How is the fitness of employés for promotion and of persons taken from the outside ascertained?—The fitness of employés is ascertained by the reports of their superiors, and the knowledge these possess of the way in which the employés perform their duties. There is no formal examination. The new appointments are generally made into the less important branches of the Service so that their qualifications are not so extensive, and these persons are taken on trial. If, after a short time, they are found unsuitable, their services are dispensed with.

2602. Do you determine definitely as to the promotions made in the Service, or do you merely recommend them?—I recommend, and then it Mr. Schreiber wishes to appoint a person I consider incompetent, I inform him of the fact, and some other person is nominated. I am not asked a second time to take a man I have objected to.

*By the Chairman :*

2603. Have you had occasion to cancel any nomination made in the manner you have stated for want of fitness?—I have, on one or two occasions.

*By Mr. Brunel :*

2604. Are your recommendations always adopted?—My first recommendation is not always adopted. There are usually a number of persons equally competent to fill a vacancy, some one of whom, recommended or approved by me, is usually appointed.

2605. By whom are the station-masters nominated, and how appointed?—In the same way as the other employés. If they are new to the Service, they are nominated by Mr. Schreiber. It is not usual to appoint a station-master from the outside to the Service. They are usually promoted from a small station to a larger one, or from the ranks of the assistant station-masters or telegraphic operators.

*By Mr. Tilton :*

2606. Are persons nominated for promotion, when found inefficient, obliged to leave the Service, or do you permit them to return to the positions they originally filled?—They are not obliged to leave the Service; they are permitted to return to the position they originally filled.

*By the Chairman :*

2607. Are persons nominated from the outside; if so, state whether it is of frequent occurrence, and to what positions are they usually appointed?—Persons are

frequently nominated from the outside, but almost invariably to the smaller positions.

2608. How about the efficiency of your staff generally; are the clerks or other officers efficient in the discharge of their duties?—They are efficient.

2609. Have you any who, from ill health, age, or any other cause, are not well fitted for their work, and whom you would like to replace by others more fit?—We have perhaps, one or two persons who are past the age of usefulness.

*By Mr. White :*

2610. Will you please state how many hours your train conductors remain on duty each trip, and how frequently such trips are made?—On different trains the time is, of course, different. Between St. John and Amherst, and Halifax and Amherst, the conductors are on duty about 11 hours out of the 24, consecutively, on alternate days.

*By Mr. Brunel :*

2611. What is the regulation as to the average daily mileage of engine drivers, stokers, conductors and brakemen on passenger trains, and on freight trains?—There is no regulation as to any average, but the average for engine drivers and stokers is about 100 miles on passenger trains, and about 80 or 90 miles on freight trains for one day's work. The average for conductors and brakemen is somewhat higher.

2612. Are your train hands sometimes so many hours on duty that their physical or mental powers may be overtaxed?—They are not to my knowledge; though the trip system is an inducement to men to run as long as they can, yet the district superintendent and locomotive foremen are careful to see that the men do not run when they should rest. In addition to this there are always sufficient employés to prevent undue taxing of the men's energies.

2613. How many hours per day are your signalmen and switchmen usually on duty?—At stations where the traffic is large, such as Moncton, there are two sets of men, one for the day, and one for the night. At most of the other stations there is a station master during the day, and an assistant or telegraph operator during the night; and these persons when on duty move the semaphores or switches, so that they would be on duty from 10 to 12 hours.

2614. Are your trains run by time table or by telegraph, or by a combination of the two?—They are run by a combination of the two. All the regular trains are laid down on a time table, and the special trains are run by telegraph. The regular trains are sometimes moved by telegraph.

2615. How many hours are the train dispatchers on duty?—Eight hours daily.

*By Mr. White :*

2616. Are the trips of your train conductors so arranged as to admit of their returning to the point of departure on the same trip; for instance, does a conductor starting from Halifax change trains and return at once to Halifax, or does he proceed to say Moncton and return next day?—Some of the conductors run in such a way that they can return to their homes at night; others, such as those between Halifax and St. John on the night trains, run quite through with the train and return the following day.

2617. Do these conductors running on the night trains receive any higher rate of pay than those returning to their homes without being absent all night?—They do not. A number of the conductors are paid \$60 per month; others are paid \$2 per day; and others \$1.50 per day. It has been recently arranged to pay the freight conductors on the trip system; the length of the trips being about the same as those of the engine drivers and firemen.

*By the Chairman :*

2618. Are the conductors allowed to receive passengers' fares on the trains, and is it the practice to exact the usual extra fare from those who do not procure their tickets before getting on the train?—Conductors are allowed to collect fares on the trains. It has not been the practice to exact the extra charge from passengers.

2619. What check, if any, have you on the conductor for moneys collected from passengers on the trains?—Each conductor is required to issue a ticket to the passenger and make a return of fares collected to the auditor.

*By Mr. Brunel :*

2620. Have you considered the possibility or expediency of confining the sale of tickets and receipt of fares to regularly appointed agents and station masters and the imposition of penalties on persons taking seats in the trains without having first paid their fares?—The matter of penalty has been considered, but we have not thought that any other penalty than the extra fare could be possibly enforced. As to the sale of tickets, it would be desirable if the sale of tickets could be confined to duly authorized agents of railways.

*By the Chairman :*

2621. How is the discipline on the line? What penalties, if any, do you impose for any breaches thereof?—The discipline is good and well maintained. The penalties for breaches of discipline are fine, suspension, reduction of rank and pay, and dismissal. We have frequently to fine; we suspend not infrequently; but absolute dismissals are not often made.

*By Mr. Tilton :*

2622. How are you placed in funds for the current expenditure on account of the railway, and how are such funds disbursed?—An application is made monthly to Mr. Schreiber for the amount of money it is estimated will be required for the ensuing month's expenditure. The Finance Department issue a letter of credit on the Bank of Montreal at Moncton for the amount, and the money is chequed out of the bank from time to time, as required, by cheques signed by the accountant and countersigned by the chief superintendent. A weekly return of expenditure in detail is forwarded to the Department of Finance at Ottawa, and also to the Railway Department.

*By Mr. Barbeau :*

2623. How are the supplies for the road obtained, and what check have you on their use?—The supplies are obtained chiefly by contract, by the storekeeper. Tenders are asked for by the storekeeper sending circulars to all persons dealing in the particular article required. Circulars are also sent to any persons who desire to have them sent. The tenders, when received, are classified by the storekeeper and one of his clerks, and then submitted to the chief superintendent, who decides upon them, selecting the lowest, unless there is good reason to the contrary.

2624. Is an account kept for all these supplies, so that, at any time, the balance on hand can be checked; and, if so, how often is stock taken?—There are a number of stores at convenient posts along the line, but the chief store is at Moncton. When goods are delivered by the person supplying them, they are accompanied by an invoice giving the quantity and price. The storekeeper, or his assistant, checks the goods with this invoice; and having satisfied himself that the goods have been delivered, the quantity is entered in the proper account in a check-ledger, kept for the purpose. In this check-ledger there are accounts open for all the different articles on the railway; each page of this ledger is divided into columns, showing, from left to right, the quantity on hand, received, issued, and balance on hand. In this book the issues from time to time are entered daily; so that, at any moment, a comparison between the stock and the book will show whether the right quantity is on hand or not. Stores are issued by the storekeeper for consumption on the authority of requisitions, the head of each of the six before-mentioned departments having power to make requisitions, each for his own department. An account of stock is taken once a year, on the 30th April.

*By the Chairman :*

2625. What is your practice in respect of contracts for the larger supplies, such as coal, &c.?—The contract for coal last year was advertized for,—I am not sure that was always the case,—and every year we issue handbills asking tenders for sleepers. During last summer 40 tons of rails and fish-plates were procured by tender publicly advertized.

*By Mr. Barbeau :*

2626. In what manner are collections made for freight and passenger fares, and how are they accounted for?—The money collected for freight and passengers is

taken by station-masters and ticket agent at different points on the line. This money is transmitted by these persons to a cashier at Moncton. From some of the larger stations it is sent daily; and from smaller stations only three times a week. The cashier at Moncton counts the money, enters the amount of each remittance in his cash-book, and deposits the amount daily in the Bank of Montreal, Moncton. The accounts of the cashier at Moncton are checked daily, and the balance of the money counted by the auditor.

2627. What check have you on the cash collected by the officers receiving it?—The station-masters make returns to the traffic auditor monthly of all the way-bills sent to each station and received from each station, and these are checked with similar returns from each other station. The ticket agents also make returns to the auditor of all the tickets sold, and these are also checked in the Audit Office.

2628. What sort of statements do you send to the Department at Ottawa, and how often are they sent?—We send to the Railway Department full statements in detail, monthly, showing the receipts and expenses, with averages calculated, and showing also the comparative statement for the same month of the previous year.

2629. How often does the auditor inspect the accounts of the various station agents; also, as regards the inspection by the Finance Inspector?—There is no specific period of time at which the accounts of the stations should be audited; but the travelling auditor visits all the stations at frequent intervals—more attention being, of course, paid to the larger stations. All the stations are visited at uncertain intervals, at least two or three times a year. The Financial Inspector visits Moncton and the chief points on the line occasionally and examines the accounts.

2630. Have any irregularities been found on the part of some of the officers?—There have been occasional slight irregularities discovered in the station accounts, but the Government sustained no loss. There has been no defalcation on the railway that I remember, except that of the late cashier. In that instance there was a loss of perhaps \$2,000 or \$3,000.

2631. Do the officers receiving cash give guarantee for the fidelity of their services?—The officers receiving cash, including the conductors, are guaranteed in some one of the approved guarantee companies.

*By the Chairman:*

2632. What is the practice followed respecting the travelling expenses of yourself and staff; are they fixed at so much per diem, or are their actual disbursements paid?—No officer of the railway has any fixed allowance, the actual expenses only are paid, for which an account is rendered in reasonable detail.

*By Mr. Brunel:*

2633. Since you have held your present office have there been any collisions or other serious accidents on the Intercolonial Railway?—There have been four as far as I can remember. Two were head collisions, and two were rear collisions.

2634. Do you attribute any of these accidents to the overworking of any of your employés, or to failure of duty on the part of any of them?—To failure of duty; not to overwork in any of these cases.

2635. What is the average number of track-men employed on repairs, per mile of road, distinguishing foremen from ordinary laborers?—The average length of the sections into which the road is divided is about five miles, and on each section there is a working foreman and three laborers.

2636. Is the staff employed, including all classes, sufficient for the safe and efficient working of the road, and for its maintenance in thorough repairs?—It is in every department.

*By Mr. Tilton:*

2637. Can you make any suggestion that would tend to increase the efficiency of your staff, or render the working of the road more perfect?—That is the end we have in view. I have no suggestion to make in that direction at present.



## FINANCE DEPARTMENT.—(Continued.)

SATURDAY, 20th November, 1880.

Mr. R. W. BAXTER, Finance Department, examined:—

*By the Chairman:*

2638. How long have you been in the Service; what is your present position, and how long have you held it?—I will be 24 years in the Service on the 16th Feb., 1881. My present position is that of first-class clerk of the Finance Department. I was a first-class clerk before Confederation; and have been in my present position since 1874.

2639. Will you please to state the nature of the work which you have to perform?—I have the supervision of the appropriation ledger work. I sign all Departmental cheques and letters of credit; also, notices to banks of changes in the pay-lists; prepare pay-lists and make out cheques for the monthly salaries of the Department. In the absence of the Deputy Minister, I sign the salary cheques of the Department; also, certificates for Dominion stock, and authorities to pay to executors, administrators, &c., the balances in the Government Savings Banks at the credit of deceased depositors; I sign certificates upon which the cheques and letters of credit are issued; also bills of exchange. I have a supervision of the semi-annual dividends of Dominion stock, taking charge of all the cheques returned uncalled for. I have charge of the superannuation book, and of all business in connection with that service. I have charge of the establishment books of the entire service, inside and out. I also prepare returns for Parliament, and keep a record of all Orders in Council respecting the payment of money. I also prepare Governor-General's warrants.

2640. Are all payments authorized by Order in Council, whether on account of the appropriation voted by Parliament or on all other accounts?—All payments of a routine character, such for instance as the general expenditure of Immigration, Militia, Marine and Fisheries, Post Office, &c., are made without requiring the authority of an Order in Council, upon application being made therefor, to the Auditor General, by the Department charged with the service for which the expenditure is required; but in cases of expenditure on account of Public Works or Railways and Canals an Order in Council is passed authorizing the expenditure of the several appropriations. An Order in Council is also required for each item of the expenditure appearing in the Public Accounts under the head of "Unforeseen Expenses," although an amount is voted by Parliament annually to meet payments of this character. A return of the expenditure on account of unforeseen expenses is laid before Parliament by the Minister of Finance, within fifteen days after the opening of each Session.

When an expenditure of a special nature is urgently and immediately required for the public good, for which no Parliamentary provision exists, a special warrant of His Excellency the Governor General is issued in accordance with the provisions of the Act 41 Vic., cap. 7, sec. 32 for the amount estimated to be required.

2641. Do you consider that the present classification and grading of the Service could be reduced and simplified, and that efficiency and economy of the Service would be promoted thereby?—Taking it for granted that all the persons appointed are properly qualified as required by the Civil Service Act, I consider the present system of annual increments as a reward for the diligent discharge of duty to be a good one; but instead of dividing the second class clerks into two divisions as at present I would divide the first class, for the following reasons:—

Second class clerks very generally step from the junior to the senior position as soon as they have served the number of years required by the Act, and the senior second class by good conduct and strict attention to office work, although not possessed of any special qualification, may so command the esteem and approbation of the Deputy Head as to induce him to promote the officer into the first class, notwithstanding that the character of his work continues to be the same as it was whilst he was in the second class; whereas another man so promoted, in addition to his good conduct and attention to duty, may be possessed of special attainments, and, as a consequence, in the course of years may find himself with very important and responsible duties assigned to him, from which the former is excluded owing to the want of that aptitude shown

by the latter; and yet, under the present system, the two men stand precisely upon the same footing.

In view of the foregoing it appears to me that there should be a higher classification of the one first class clerk as compared with the other; in short, that the status and emolument of the higher class clerk should be such, owing to the greater responsibility devolving upon him, as would, in the absence of the Deputy Head or Chief Clerk, give him a position of authority which would command the respect of those over whom, for the time being, he might be expected to exercise supervision.

Mr. F. TOLLER, Finance Department, examined:—

*By the Chairman:*

2642. Will you kindly state your position in the Finance Department, and how long you have held it?—I have been a first-class clerk for seven years, and am now Private Secretary to the Minister of Finance.

2643. Have you given any consideration to the manner of making first appointments in the Service?—I think that, from my experience in the Service, appointment should be preceded by examination, and that there should be a term of grade probation—say one year in the lower.

*By Mr. Taché:*

2644. What would you prefer, examination or probation, to test the qualifications of a candidate?—I think both; because I think it does not follow that a man who passes a good examination must necessarily make a good official.

*By the Chairman:*

2645. Do you mean competitive examination; and before whom should the examinations be held?—No; I think, after being nominated for an appointment in the Civil Service, he should be required to pass such examination as would qualify him for the duties of the particular Department. I think that, as in Great Britain, the examinations should be held before a Civil Service Commission.

2646. What do you consider the best age for candidates on first entering the Service?—From 18 to 19.

2647. As regards promotion, should it be, in your opinion, by seniority or merit?—All things being equal, I should say by seniority.

2648. When vacancies occur in the higher positions, should those already in the Service be promoted thereto in preference to bringing in outsiders?—If qualified to fill the position, I should say most certainly.

2649. Do you think that the prevailing method of making first appointments to the Service is likely to furnish material from which to make promotions therein?—I prefer not to answer that question.

2650. Do you think that the present classification and grading of the Service could be simplified, and the number of grades and classes reduced, and that by so doing, the efficiency and economy of the Service would be promoted?—I think the grading might be as follows:—

Deputy Heads of Departments.		
Officers or Chief Clerks, one grade only.		
First Class Clerks		do
Second	do	do
Third	do	do
Probationary Clerks;		

also that the maximum salary of a second class clerk should not be, as at present, \$200 more than the minimum of a first class clerk.

2651. Have you had much experience in the manner of keeping books in banks before entering the Service?—I have had eleven years' experience in banking, in England, in the Bank of British Columbia and the Bank of North America.

2652. Can you make any suggestion by which the system of keeping some of the books in the Finance Department might be improved?—I think the present system now in use in the Finance Department might be simplified and the same results obtained by the following method which, I believe, is in use in every Bank in this country and also in England. I would suggest that an odd day and even day cash book be started in which all cash receipts should be entered in detail, that next day these entries should be checked over and then posted into the ledger daily which should be kept by progressive balances, that all transactions which are not cash, such as entry warrants, &c., should be entered in the journal to be also posted into the ledger the next day. The cash payments should also be kept in the same way. The object of having cash books for odd and even days is that one might be used for the current work whilst the other was being posted from. The ten days statement which is required for the information of the Finance Minister could then be made up by simply taking off the several balances from the ledgers.

2653. What is your opinion of the prevailing method of giving the yearly statutory increase of salaries?—I do not think a man appointed to one particular class in the Service should be compelled to remain in it until he reaches the maximum salary of that class by the statutory increase of \$50, if it can be shown he possesses qualifications for promotion into a higher class. If the man is worth it by all means let him be promoted, he will certainly be more zealous in his duties if he knows it is possible to get into the next class by displaying zeal for the Service, and showing an aptitude for improving his position in the profession he has chosen.

2654. Can you make any suggestions for the improvement of the present Superannuation Act?—I think that so long as a man remains in the Service he should pay towards the Superannuation Fund even if he has served 35 years. I think it would be in the interest of the Service, and very popular with the members, if some scheme were made for giving a man's widow something either in the shape of annuity or gratuity, such as is now in use in the Bank of Montreal; and I believe I am right in stating that the Service generally would increase their percentage to the Fund if this were done.

The Commission adjourned.

#### DEPARTMENT OF RAILWAYS AND CANALS.—(Continued.)

MONDAY, Nov. 22nd, 1880.

Mr. D. POTTINGER, Chief Superintendent of the Intercolonial Railway, re-examined:—

2655. Have you any organization in the Intercolonial Railway for making provision for employés who may be disabled by sickness or accident, or for widows and orphans in cases of death?—There is a fund in connection with the railway called "The Employés' Accident Insurance Fund;" and to form this fund a deduction is made monthly from the pay of each and every employé. These deductions are made in accordance with a circular issued by Mr. Brydges, late General Superintendent of the railway, dated 30th January, 1875, and the memorandum attached to that circular. In this circular it was stated that the Government would contribute a portion of the fund so to be formed; but as it was found that the contributions from the men more than sufficed to form the fund, the Government was never called upon to contribute. While these payments are to be made only in cases of accidents happening in the service of the railway, a liberal construction has been put upon this regulation in the case of the death of several employés. In cases of accidents to persons contributing to the fund, the physician's charges are paid out of the fund. In the case of persons whose death claim is paid from the fund, their funeral expenses are also paid. The charge being a compulsory deduction from the wages of the men, some of the employés objected to the payment of it, and the Minister, to meet these objections as far as possible, some time since ordered an enquiry to be made into the working of the fund and a full report to be laid before him showing in what way the system could be improved. That enquiry is in pro-

gress, but the report has not yet been made. I may say that as a result of the operation of the system so far there was a balance remaining on hand after payment of all claims in January, 1879, of \$8,683 30. This system is administered entirely under the control of the chief officers of the railway; but the fund is deposited to the credit of the Receiver-General. The employés not being satisfied with this fund, as it covered only cases of accident, formed a voluntary fund called "The I. C. R. Insurance Association." This was established on the 24th of January, 1878. The plan of this association is very simple. There is an entrance fee of 50 cents; no other payments are made by any of the members except on the death of a subscribing member, in which case each subscribing member pays one dollar. The payment of this is voluntary. In 1878 the number of subscribers was only 120; but at the date of the last report there were over 500. The one dollar payment is collected by a member of the association who accompanies the paymaster. Those who do not pay are struck off the list. Leaving the service does not disentitle a man to have the benefit of this system so long as he pays the calls. The secretary now sends notices to persons in various parts of the United States and Canada.

*By Mr. Tache :*

2656. In what shape and to what purpose stands the balance you have spoken of; is it in trust, or is it immersed in the railway receipts as Government money?—The employés insurance fund is one of the open accounts in the books of the railway, and the amounts deducted from the employés are credited to this account; the indemnification paid to the employés is debited to it; and it now stands with a credit balance of over \$8,000. The deductions when made from the employés are paid into the Bank of Montreal to the credit of the Receiver-General; but they form no part of the receipts of the Intercolonial Railway, and the money is simply held by the Government in trust. No interest has been credited to this account.

*By Mr. Tilton :*

2657. Are there not a number of clerks in the service of the Intercolonial Railway whose employment may be considered as permanent, having been in their respective positions for some years, who do not pay superannuation deduction and might fairly be charged with such?—There are a number of clerks in the Railway Service who have been in the Service for a number of years, and from whose salary no deduction for superannuation is made. I am unable to express an opinion as to whether those persons should have superannuation deductions made from their salaries or not.

2658. Have any of these clerks represented to you that they desired to have their salaries subjected to the superannuation abatement?—A number of the officers and clerks, and also some of the conductors, station and baggage masters, have requested that their names be placed upon the list of those entitled to superannuation.

*By Mr. Brunel :*

2659. Are the clerks mentioned in the return employed by the month or by the year; and are they entitled to any term of notice when their services are to be dispensed with?—They are employed by the month, and are entitled to two months notice.

2660. Would it, in your opinion, be desirable that some arrangement should be made whereby conductors and engine drivers should have the assurance of some provision for their support after they had ceased to be efficient, provided their conduct had been satisfactory?—It would, I think, be desirable that not only conductors and engine drivers, but all the permanent employés of the railway service should be encouraged and assisted to provide some means of support in such contingency.

2661. Do you think the assurance of such a provision for old age would have a tendency to improve the classes of men employed on railways, and cause them to take a greater interest in their duties?—I think it would.

2662. In the statement furnished to the Commission the whole number of clerks and other employés of each class or description, and the gross monthly payment to each class is stated. Will you please inform the Commission as to the maximum and

minimum salaries paid to each class of employés?—The maximum salary of clerks is \$66.66 per month, minimum, \$20 per month; of Operators from \$10 to \$40 per month; Train Despatchers, \$50 to \$66.66 per month (these are included in the term Operators); Station Masters or Agents from \$25 to \$83.33; Conductors from \$1.50 per day to \$60 per month; Baggage Masters from \$1.35 per day to \$45 per month; Brakemen from \$1.25 to \$1.35 per day; Track Masters, \$100 per month; Track Foreman from \$1.25 to \$1.50 per day.

2663. How are the clerks, of whom there appears to be 116, classified and distributed, and what are their hours of attendance?—They are not classified at all. Their hours are from 9 a.m. to 1 p.m., and from 2 p.m. to 6 p.m., or as much longer as they may be required.

2664. What is the average aggregate daily mileage of passenger trains, freight trains and service trains?—The average aggregate daily mileage of passenger trains is 2,600 miles and of freight trains 5,300 miles; I am unable to give the mileage of service trains.

FINANCE DEPARTMENT.—(Continued.)

TUESDAY, 23rd November, 1880.

Mr. T. D. TIMS, Financial Inspector, examined:—

*By the Chairman:*

2665. You are Financial Inspector of the Dominion. Will you please to state how long you have been in the Service and held your present position?—I have been twenty-two years in the Service and eleven years in my present position, having previously acted as Inspector since the date of Confederation.

2666. Will you kindly state the nature of your work and duties which you have to perform?—My present duties are to inspect the offices of the Assistant Receivers General with the several Savings Banks attached, under the management of the Finance Department. I also inspect in the general offices of the railways operated by the Dominion Government the accounts and fiscal transactions from time to time. I have occasionally other miscellaneous duties allotted to me which I can hardly describe. I have also acted as Deputy Minister in the absence of Mr. Courtney.

2667. Have you a knowledge of the Civil Service Act of 1868; and are you aware whether the provisions contained in it relative to first appointments in the Service are observed?—I have a general recollection of the provisions of the Act, but have not lately referred to it particularly. I have no personal knowledge as to the observance of the provisions of the Act.

2668. In the performance of your duties as Financial Inspector, have you general opportunities of obtaining a knowledge of the efficiency of the Service generally?—I have especially of the Outside Service, but not of the Inside Service, for several years past.

2669. What is your opinion of the effect in the Outside Service of the prevailing manner of making appointments to it?—It is my opinion that if some plan could be devised under which political influence or pressure could be done away with in regard to appointments or promotions, the Civil Service and country would be largely benefited. I do not, however, see how, in such a country as Canada, political influence can be entirely ignored; although some of the existing evils under the present system might be removed to a considerable extent by the adoption and rigid observance of a proper system of preliminary examinations of all candidates before their entry into the Service, and by a thorough test of their fitness by a probationary term of service in the Department to which it may be proposed to attach them before they are placed on the permanent staff.

2670. Is it your opinion then, that if candidates were subjected to a suitable examination before entrance, and a period of probation before being appointed, it would be the best means to secure good men for the Service, both inside and outside?—It is my opinion.

2671. Have you considered before whom such examination should be held—whether by a Board of Examiners, as in England?—I have not had an opportunity of carefully studying up the system that prevails in England, and cannot give an opinion in regard to its adaptability to the requirements of this country. My opinion is that the adoption of a general competitive system of examination would not lead to any practical result. My reason is founded upon the experience of many years past that many young men enter the Service who have received good educations, but at the same time have proved entirely unfitted, by habits or training, for the efficient discharge of such duties as they have been called upon to perform. On the other hand, young men of steady habits who can spell correctly, write grammatically and have a fair knowledge of figures and accounts, are generally found to be more useful in the Departments than the brilliant scholars, for many of whom the humdrum routine of the Service offers no attractions whatever. I am, therefore, of opinion that preliminary examinations of a general character should precede temporary appointments on probation, but that special examinations could be better effected subsequently by an officer or officers of the Department to which the candidate may be attached than by any outsider.

*By Mr. Brunel:*

2672. Are we to understand by your answer to the last question that you are aware that many young men have entered the Civil Service who have proved to be incompetent?—I have knowledge of that kind.

2673. How would you determine who should be admitted to such examinations as you have described?—Application would, I suppose, be made to the head of the Department to which candidates wished to be attached.

2674. Do you think the political pressure you have mentioned would be eliminated in that way?—No, I do not; but the examinations to which I have referred would, to a certain extent, check the evils now existing arising from political pressure.

2675. Assuming that there might be a number of applicants for a vacancy, how would you determine which of these applicants should be admitted to the examinations and subsequent probationary appointments?—That is a point that would be entirely governed by whatever regulation might be adopted, as to whether there should be an outside Board or the Government should retain the patronage.

2676. Would not competitive examinations remove the difficulty?—I am afraid that no system could be devised which political pressure would not be brought to affect, in regard to nominations, in this country.

2677. Do you not think that a well devised system of competitive examinations, having reference to the nature of the services required, and to which all candidates of suitable age, good health, and whose character is well established, would be admitted, would be a step in that direction?—Yes; it might.

*By the Chairman:*

2678. What would you consider the best age for candidates in first entering the Service?—I think from 18 to 25 years.

2679. Do you believe that the efficiency and economy of the Service would be promoted if, when young men entered the Service, they did so with the intention of making it the pursuit of their lives?—I am afraid not. My reasons are that I know in a general way that there are many young men in the Service of high attainments who seldom have any opportunity afforded them for developing their natural abilities. The prizes of the Service are, therefore, as a rule, always beyond their reach.

2680. From what cause are the prizes in the Service beyond their reach?—For the reason that from the very nature of the duties that are allotted to them they have no opportunity of developing their talents or special attainments.

*By Mr. White:*

2681. What would, in your opinion, be the effect upon the employés of the Government, if it were generally understood that the promotion throughout the Service would depend entirely upon merit, and that they could look forward with some certainty to attaining the prizes of the Service by the ability which they might show

and in the attention to the performance of their duties?—The result would, I think, be decidedly favorable.

2682. Is it not probable that a man who owes his first appointment to the Service to political influence will look rather to that than to his own merit for advancement?—Frequently it is the case.

2683. Are you aware that outsiders are sometimes appointed to what are considered the prizes of the Service?—I am aware of that. The cause is outside influence.

2684. Do you not think that a system of competitive examinations would tend to bring out as candidates for public employment young men of general ability, and that that would be of more importance than their being possessed of any special educational acquirements?—Certainly; but competitive examinations of a general character would not alone, in my opinion, promote the efficiency of the Service.

*By Mr. Brunel:*

2685. With competitive examinations properly conducted, and having reference to the work which the candidate would have to perform, coupled with a period of probation—say one year—do you believe that in that way the best men would be secured for the Service?—I do, most certainly.

*By the Chairman:*

2686. Have you observed, when making your inspections, whether the work is efficiently done and whether there are too few or too many persons employed?—I know that on the outside staff of our own Department there are not too many persons employed.

2687. Do you know of any who from age, bad habits, or any other reason, are not well-fitted to perform their work?—Yes; I know of such a case in the Outside Service of the Finance Department.

2688. Have you given any consideration to the question of the present grading and classification of the Service?—I think the present system is all wrong, both as to classification and pay.

2689. Could you furnish the Commission with suggestions for simplifying it and for reducing the number of the grades and classes?—I think the Civil Service should be divided into three classes: 1st, officers and permanent clerks of various grades; 2nd, probationary clerks; 3rd, extra clerks. I am also of opinion that the system of annual increases to salaries should be abolished, but that there should be considerable elasticity allowed in regard to remuneration, every man being paid in proportion to the importance and responsibility of his position and duties, and that promotion should be made upon the basis of merit alone.

*By Mr. Brunel:*

2690. With reference to promotion by merit, how, in your opinion, should merit be ascertained and vouched for?—This could be ascertained by the reports of the officers in charge of the branch to which the employé belonged, as well as by the special examination of the candidate's fitness for promotion.

*By Mr. White:*

2691. You have, I believe, a number of savings banks in the Maritime Provinces; do you think the system of control you now have over the operations of the officers in charge is thoroughly efficient, or can you suggest any improvement?—I believe that the system of supervision now exercised over the head offices is thoroughly efficient; but that some modifications in regard to the management of the country savings banks, managed by the Finance Department, is desirable. I may here mention that although my name has been connected with this branch of the service for a number of years past, I have never, until recently, been in a position to exercise proper supervision over its affairs.

*By Mr. Brunel:*

2692. Will you be good enough to explain why you had not, until recently, been able to exercise proper supervision over the affairs of the institutions referred to in your last answer?—Because, although responsible for the inspection of these offices, numbers of other gentlemen in the Department were sent from time to time upon

inspection duty without my knowledge or consent. My remonstrances on this point are upon official record in the Department. Although I established the savings bank system in the various provinces I never, until recently, have had an opportunity afforded me of personally inspecting the work or of knowing how it has been done.

2693. Does time permit the sufficient inspection of all the institutions and financial services you have referred to in previous answers by one inspecting officer?—No; but I think that with one competent assistant the work could be efficiently performed.

2694. Will you state, for the information of the Commission, whether the inspection of the savings banks by the gentlemen sent from the Department for that purpose has been efficiently and economically done?—I do not wish to reply particularly on this question, as my reports on the subject have been submitted to the Minister.

*By the Chairman :*

2695. Have you found the affairs of the various savings banks since you have commenced your inspections all right, or have you found irregularities therein?—Irregularities had already cropped out at several points prior to my own inspection being commenced.

2696. Will you please to state the nature of the irregularities and the amount of the defalcations, if any?—Defalcations have taken place at the following offices:—

Bathurst, N.B.....	\$299 59
Annapolis, N.S.....	85 24
Toronto, Ont .....	5,310 16
Sydney, C.B.....	6,715 85
New Glasgow, N.S.....	577 11
Little Glace Bay, C.B.....	2,238 18
Liverpool, N.S.....	3,108 21
Total.....	\$18,224 34

*By Mr. Taché :*

2696a. Would you be kind enough to state how many savings bank offices there are in all?—There are the following officers now under the management of the Finance Department:—

Nova Scotia (including head office at Halifax).....	28
New Brunswick (including head office at St. John).....	12
Prince Edward Island (at Charlottetown) .....	1
Ontario (at Toronto).....	1
Manitoba (at Winnipeg).....	1
British Columbia (including head office at Victoria) .....	3
Total.....	46

2696b. What is the annual percentage of cost to the Government for management of the savings banks other than those connected with the Post Office?—This is a matter of calculation (will reply in writing.)

2697. How were these irregularities or defalcations discovered, and by whom?—They were traced by the inspectors to whom I have alluded after information had reached the Department that these officers required particular attention.

*By Mr. White :*

2698. Are you satisfied with the organization of your Department as respects its control over the several branches of its Outside Service?—Not altogether.

2699. Could you furnish the Commission with any suggestions for the improvement of the management of these savings banks?—In regard to the country savings banks it is very difficult to devise a thorough check upon their operations, owing to the fact that the officers in charge are isolated and, in most cases, without assistants in their offices. Under the present arrangements depositors are required to sign



their names in a register kept for that purpose in order that their identity and signatures may be more easily established when they withdraw moneys from the bank. Many of the depositors, unfortunately, cannot sign their names, and I do not at present see my way to provide any thorough check upon transactions with people of that class. I think, however, that if signatures of depositors were taken in duplicate and witnessed upon the opening of every account, and receipts for moneys withdrawn, also taken in duplicate, and transmitted with the weekly detailed statements to the Finance Department, upon which the entries in the duplicate ledgers kept there are based, the opportunities for manipulation of depositors' accounts by the agent would be largely diminished.

*By the Chairman :*

2700. Can you give the total amount of deposits in these savings banks for the fiscal year ending 30th June, 1879?—The amount at the credit of the depositors in savings banks generally on the 30th June, 1879, was as follows :—

Nova Scotia .....	\$2,499,406 56
New Brunswick .....	1,705,781 80
British Columbia .....	1,179,402 86
Prince Edward Island .....	420,169 19
Toronto.....	222,467 24
Winnipeg .....	75,264 75
	Total .....
	\$6,102,492 40
Add post office savings banks .....	3,105,190 80
	Total at 4 per cent.....
	\$9,207,683 20
In addition to the above amount, depositors had further invested at above date in Dominion 5 per cent. stock to the amount of .....	2,226,300 00
	Total .....
	\$11,433,983 20

*By Mr. Brunel :*

2701. What is the maximum total amount that may be deposited by one depositor, and what is the maximum amount that may be deposited at one time in these savings banks?—A rule was adopted in 1877 limiting deposits to \$10,000.

2702. What is the largest amount, within your knowledge, that has been deposited at one time, and the largest amount held for one depositor?—The largest amount received was \$100,000 deposited by the Government of British Columbia in May, 1873, with the consent of the Dominion Government. The largest amount at present date to one account is \$42,907.47.

2703. How is the payment of interest regulated, what rate of interest is allowed, and what is the minimum period for which it is allowed?—Interest at the rate of 4 per cent. is now allowed depositors from the first of the month subsequent to the day of deposit. Practically there is no interest given on deposits for less than a month.

*By the Chairman :*

2704. What was done with the clerks or officers to whom the irregularities and defalcations alluded to were traced?—Some absconded; others were dismissed, but none have been prosecuted, so far as I am aware. None were retained in the Service.

2705. Have you found the books and accounts of the Intercolonial Railway in order when making your inspections?—Generally, yes.

2706. The employés of the road have organized an Accident Insurance Company; how is the amounts contributed by them treated in the accounts of the Company?—They are treated as an open account in the railway books; the contributions of the employés are paid in monthly to the credit of an accident insurance account, against which charges for indemnity for injuries are charged.

*By Mr. Tilton :*

2707. Are you aware that when this system of Accident Insurance was instituted on the Intercolonial Railway, the General Manager at that time stated the Government would contribute thereto?—I am not personally aware of that fact, but I have heard that it was so. There is also, I may add, a similar accident fund on the Prince Edward Island Railway.

*By the Chairman :*

2708. How are the receipts from traffic and other sources on the Intercolonial Railway accounted for?—The gross collections of the railway are deposited to the credit of the Receiver-General from day to day.

*By Mr. Brunel :*

2709. Will you be good enough to explain your method of inspecting the accounts of the railways?—The system is explained fully in my report of last year, published in the first report of the Auditor-General. (Report read.)

2710. How did it happen that you, as an officer of the Finance Department, made your report direct to the Auditor-General?—My answer to this question is, that, as a measure of economy, it was considered that as I had had charge of the audit and adjustment, at Ottawa, of all railway accounts since their assumption by the Dominion Government, and represented our own, as well the Railway Department, in the final audit of the accounts in the several offices on the spot, I should continue in charge of this branch of my former duties. Under a Minute of Council I am instructed to report upon the audit of expenditures with which, under the present Audit Act, the Auditor-General has alone authority to deal, to him direct, in regard to expenditures, and to transmit copies of all reports I may make to him to the Minister of Railways as well as to the Minister of Finance.

2711. Are you then, an officer of the Auditor-General's and at the same time an officer of the Finance Department?—As regards the audit of railway expenditures I am, I presume, *ex officio*, an officer of the Auditor-General's Department; but I also act for the Railway Department and for the Finance Department in auditing the traffic receipts as well as the expenditure.

2712. In view of the large amount of work implied by the details given in the report to the Auditor, to which you have referred, would it be advisable that an officer of the Finance Department or of the Auditor-General's Department should devote his whole time to the audit of the accounts of the Dominion railways that are now open for traffic?—I do not think it would be necessary; for the reason, that the heaviest portion of the work, namely, the examination of vouchers and of cheques and banking accounts, connected with the transactions of the railways, is done at Ottawa from week to week, the final testing of results, based upon the cash returns and upon monthly returns, being alone necessary during my ordinary visits of inspection to the head offices.

2713. Would not the arrangements indicated by my last question give you the opportunity for a more thorough inspection of the Assistant Receiver-General's offices and savings banks?—I think not; I should then have a good deal of time on my hands which I could not profitably employ.

2714. What check is there on the periodical settlement between the Intercolonial and other Railways?—The check is effected through the traffic auditor of the Intercolonial Railway, the payments being made through the Accountant's Office.

*By the Chairman :*

2715. Are some of the payments for account of the Intercolonial Railway made from Ottawa, besides those which are made at headquarters, at Moncton?—There have been in past years quite a number of payments made at Ottawa; but within the last year they have been chiefly limited to the cost of rails settled for through bankers in England.

*By Mr Tilton :*

2716. Please state at what rate you are allowed to draw travelling expenses, and if the sum paid your officers is the same as that to yourself?—I am allowed \$3.50 per

day to cover living expenses, with actual moving expenses in every case. My assistant is allowed the same.

*By Mr. Brunel :*

2717. What is your opinion as to the sufficiency or otherwise of the salaries or other remunerations paid to the public servants who come under your survey?—Many of the officers complain, with justice, that they are not placed on the same footing as the Inside Service, and many of them, who, in my opinion, deserve promotion have not been successful. I do not know any that are paid too much. As a rule our outside officers are good men.

The Commission adjourned.

WEDNESDAY, 24th November, 1880.

Mr. T. D. TIMS' examination continued:—

*By the Chairman :*

2718. Referring to the offices of the Assistant Receivers-General in the Maritime Provinces, there is, at St. John, N.B., besides the Assistant Receiver-General, an auditor. Will you state the reason for this additional officer, and whether there are any elsewhere; if so, how many, and what their duties are?—There is also an auditor at Halifax; but the duties discharged by these officers are also discharged by the assistant Receivers-General at Victoria and Winnipeg. I may add there is an officer, called an auditor, who is also head of the Government Savings Bank at Charlottetown, P.E.I. The duties of these auditors are to countersign cheques issued by agents of other Departments, to classify all expenditures of the Dominion in their respective Provinces, as well as to classify and make returns to the Finance Department of the revenues deposited to the credit of the Receiver-General, accompanied by triplicate deposit receipts and vouchers, upon which entries are based in the Dominion cash-book at Ottawa. The relations of the auditors towards the Finance Department, under the present Audit Act, have never been clearly defined. They now make returns to the Auditor-General direct as well as to the Finance Department, of which latter Department they are, under the law, officers. They also correspond direct with the Auditor-General in regard to the business of their offices. I have called attention to the present anomalous state of these offices, but, so far, without placing them upon a more satisfactory footing.

*By Mr. Brunel :*

2719. Is the existing staff of the Outside Service of the Finance Department, which is under your survey, as well suited for the efficient and economical performance of the duties for which they are appointed as could be wished?—Not altogether.

2720. Can you submit to the Commission a theoretical organization of the Outside Service of the Finance Department, which, in your opinion, would be adapted to the efficient and economical performance of the work, and which should be kept in view as opportunities occur for improving the Service?—I think that the duties assigned to the auditors in Nova Scotia and New Brunswick might be consolidated with those of the Assistant Receivers-General at those places, provided no injustice be done to the present incumbents.

*By the Chairman :*

2721. Can you furnish the Commission with any suggestions for the improvement of the present Superannuation Act and for some organization under which provisions can be made for the widows and orphans of deceased civil servants?—I think that the officers of the Civil Service should be provided for by Government on their retirement from the Service; and that they should not be obliged, as at present, to contribute to a superannuation fund. I further believe that the Service would be largely benefitted and made more attractive to the employes generally if they were obliged to contribute to a widows' and orphans' fund managed by the Government.

## DEPARTMENT OF RAILWAYS AND CANALS.—(Continued.)

THURSDAY, 25th November, 1880.

Mr. COLLINGWOOD SCHREIBER, Chief Engineer, Pacific Railway, examined:—

*By the Chairman :*

2722. Will you kindly state your position in the Service?—My position is that of Chief Engineer of Government Railways in operation, and of the Canadian Pacific Railway, under construction.

2723. Will you please to state the nature of your work and duties, and the scope of your authority?—My duties are to see that the roads are operated with economy, and the business conducted with despatch, and also to see that the roads and rolling stock are properly maintained, and to give general instructions to the superintendent; to keep the Minister fully informed as to all that is being done, and to receive instructions from him: this refers to the roads already in operation. In connection with the construction of the Canadian Pacific, I direct the engineering staff, and give general directions upon engineering matters. The Minister holds me responsible for the expenditure for operation. Our policy is to divert all the traffic we are able to the road, with a view of augmenting the receipts to the fullest extent.

2724. How are the officers, clerks and other employes under your authority appointed?—They are all appointed by the Minister, with the exception of the chief superintendents, who are appointed by Order in Council. The appointments made by the Minister are always made after consultation with me.

2725. Is there any examination when appointments are made, or any term of probation required before the appointments are permanently confirmed?—We ascertain what experience the men have had—whether they are likely to be suitable for the positions—and then the chief superintendent is written to, authorizing the appointment, and if he is aware of anything that makes these men unsuitable for the position it is his duty to inform me, and in such case the name of another person is sent him; that is, if he considers a man is unfit, he reports the fact, and his decisions prevail in all cases, I think.

2726. In what way is their fitness ascertained?—By enquiry as to their experience, etc.; and if, after entering the Service, they are found to be not competent, they are reduced in position, or removed.

2727. Are the engineers and others employed in the survey and construction of the Pacific Railway appointed in the same manner?—I do not think any new men have been appointed since I took office; some old hands have been put to new duties, and considerable reduction of staff has taken place.

2728. Can you state how many of the employes under your authority contribute to the Superannuation Fund?—Two in the General Office and six on the Intercolonial pay the superannuation tax.

2729. Have you given any consideration to the question of appointment and promotion in the service of the railways and the Service generally?—I have not given the question consideration in regard to the Service generally; but, in regard to railways, I am of opinion that faithful and competent officers should be promoted as opportunity offers.

2730. Would your opinion be in favor of promotion by merit rather than by seniority?—By merit, decidedly.

2731. Do you believe that the efficiency and economy of your Service would be promoted if the officers or others were subject to an examination which might fairly test their fitness for the duties which they have to perform?—I think not; the officers now in the employ of the railways are all perfectly competent to perform the duties required of them. Employes requiring technical knowledge are tested by probation.

*By Mr. Mingaye :*

2732. What are the chances of promotion to officers in the railway, such as agents, dispatchers and others. Is there any settled plan of promoting them to positions of greater trust and higher salary if found to be thoroughly efficient and trustworthy?—If a vacancy occurs in a higher grade these men are generally promoted to the better offices, and the men who come in from the outside generally go

first into the lower grades. There may, however, be instances where this has not been the case.

*By the Chairman :*

2733. Then the merit system prevails in your Service as regards promotions?—That is the rule.

*By Mr. Brunel :*

2734. Are the clerks, station agents, track masters, and other similar officers on the Intercolonial Railway, appointed at annual or monthly salaries?—At monthly salaries.

2735. Can you give the Commission any information as to the practice of any of the larger railways on this continent, other than those under your management, in relation to the making of first appointments to their service, and to the selection of employes for promotion?—So far as is known to me they promote according to merit. I am not aware of any system of examination prevailing among them.

2736. Have you given any special consideration to the question of how many years an engine driver or conductor can, as a rule, continue in that kind of service without materially impairing his physical or mental powers?—No; I could not tell that. We have one or two men who are old in the service, and yet capable of doing their duties. Some younger men have broken down.

*By Mr. White :*

2737. You have stated, in reply to a former question, that you are not in favor of examination to test the fitness of a candidate for appointment; how then would you ascertain the qualification of a person applying for employment?—In some instances he produces certificates from the managers of other roads; in other cases we demand certificates; and in many cases we have personal knowledge of the qualifications of the person applying for employment.

*By the Chairman :*

2738. Is your staff efficient, or have you in any of your services more men than are needed for the work to be done?—On the road now under traffic our staff is efficient, and not more than is required. On the roads under construction, as the road is completed, the staff is reduced from time to time.

2739. Have you any men who from age, ill-health or any cause are not well fitted to perform their duties?—We have one man who does no service at all, who has been in the Service many years; and there are others, conductors, who, in the course of a few years, will be incapacitated from age, but at present they are capable of doing their duty.

*By Mr. Mingaye :*

2740. In case of loss of life or injury to person of employes on the railroad engaged in the exercise of their duty, is there any provision made by the Department for compensation to the widows and orphans in case of death, and is the salary continued to one permanently injured?—There is an insurance fund, to which each employe contributes monthly (the Government also agreed to contribute a certain sum), and out of this fund, in case of injury, the injured party receives a certain weekly allowance for five or six weeks. The salary is not continued to one permanently injured.

*By Mr. Tilton :*

2741. You have stated in your previous answer that the Government agreed to contribute towards the Accidental Fund of the Intercolonial Railway. Will you please inform the Commission if such contribution has been made, and to what extent?—The Government has contributed nothing; but the whole matter of accidental insurance is now under the consideration of the Minister.

*By Mr. Taché :*

2742. What do you think of superannuation, provisions in case of accidents and provisions for widows and orphans as an adjunct to the organization of the Public Service?—I approve of a system of accident insurance, under which also provision can be made for widows and orphans to some extent. I have not given the question of superannuation much consideration.

*By Mr. Tilton :*

2743. Considering the hazardous character of the work of many persons in the railway service, are you not of opinion that the working of the road might fairly, and with advantage to the Service, contribute to or supplement an accidental fund?—To a reasonable extent, I do not think the Government would be a loser by doing so.

2744. Are there not a number of clerks in the service of the Intercolonial Railway whose employment may be considered as permanent, having been in their respective positions for some years, who do not pay superannuation deduction, and might fairly be charged with such?—The only persons who pay superannuation are those appointed by Order in Council at yearly salaries. Some of the officers, such as conductors, engine drivers and others, have made application to be placed on the list for superannuation.

The Commission adjourned at 6 p.m.

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#### AUDITOR-GENERAL'S DEPARTMENT.

MONDAY, 29th November, 1880.

Mr. J. L. McDougall, Auditor-General, examined:—

*By the Chairman :*

2745. Will you please to state your position in the Service?—I am the Auditor-General.

2746. Will you state the nature of your work and the duties which you have to perform?—The duties generally of the Auditor-General are defined by the Audit Act, 41st Vict., chap. 7. In England the person occupying a similar position to this is called the Controller and Auditor-General. I mention this because I have to discharge duties that he also performs. As a Controller I am obliged to see that the expenditure has been authorized by Parliament, either under a Statute fixing the expenditure, or under the Appropriation Act. And, as Auditor, I am, either before or after expenditure, to see that the expenditure has been properly authorized, and that it is supported by vouchers.

2747. Have you a knowledge of the Civil Service Act of 1868?—Yes; I have to refer to it constantly, to see that salaries awarded by Order in Council are not contrary in amount to that Act.

2748. How are first appointments made in your Department; is there any examination in accordance with the Act of 1868?—There is no examination; appointments are made by Order in Council. The Act of 1868, so far as examinations are concerned, is a dead letter.

2749. What is your opinion as to the effect on the Service generally of the prevailing method of making appointments to it?—I do not think it has had the effect of bringing into the Service the ablest of the class of men who would be willing to become public servants at the remuneration provided. At the same time there are very many able men in the Service who have been brought in under that system.

2750. Will you be good enough to state what, in your opinion, would be the best method of making appointments so as to bring into the Service the best class of men?—The system now adopted in England, as I understand it, would be the best system that I can think of.

2751. Do you mean competitive examination and the elimination of political patronage?—I do.

2752. Do you mean that these examinations should be perfectly open and not by nomination, and before whom such examinations should be held?—I mean that they should be perfectly open, without nomination, and that there should be a body, as independent as possible, of the executive to make the arrangements for the examination.

2753. Would Civil Service Commissioners, appointed in the same manner as the Judges are appointed, be, in your opinion, the best tribunal?—Yes.

2754. What would you consider the best age for candidates on first entering the Service?—Presuming that reference is made to the lowest grade of the Service, I would fix the minimum limit at 18 years.

*By Mr. Taché:*

2755. Are you of opinion that the competitive examination of which you have spoken should extend to all, or what grades?—I think it would perhaps unduly interfere with the efficiency of the Service if, so far as the Deputy Heads are concerned, the Government were prevented from bringing in any person who had not previously served under the Government; I would confine the examination to the grades under that position.

*By the Chairman:*

2756. Do you believe that if men entered the Service young; with the view of making it the business of their lives, that it would promote the efficiency and economy of the Service, and that in that way the Service would have within itself the right material from which to make promotions?—Yes; I do.

*By Mr. Barbeau:*

2757. It is your opinion, then, that the prizes of the Service should belong to those already in it?—It is, with the modification, I have already suggested as to Deputy-Heads.

2758. How are the employés of your office selected from time to time; have you had anything to say in their selection?—I have not by law anything to say; but as a matter of fact I am consulted with reference to those who are first appointed.

*By Mr. Brunel:*

2759. Are we to understand that you advocate a general competitive system of examination of all appointments and promotions except to the office of Deputy-Head?—I would like to see the competitive system prevail generally, but I would also like to have (while I am not clear about the method of accomplishing it) zeal and efficiency to count in promotions.

2760. What is your opinion as to the nature of an official record of the conduct and ability of the civil servants coupled with competitive examinations as a guide to making selections for promotions?—I would have a very favorable opinion of it if I could see that such a record was likely to be made accurate.

2761. Can you offer any suggestions as to how such a record could be fairly kept?—No; I have not been able to devise a plan that I think would be accurate, but would be willing to give an opinion on any plan that might be suggested. There are two points in the matter: one is to determine the length of time a clerk has served each day, and the second is to discover the intelligence and industry he has brought to bear on his work while there. Perhaps the first point could be established. Although it is quite a possible thing even with the time-book system for a clerk to enter his name at the proper office hour and to leave without giving any notice of the fact, and to return without the Deputy-Head having known anything about it, yet, if this is done repeatedly, an attentive Deputy-Head ought to know of the fact. With reference to the second point, I cannot see how these qualities as shown in different individuals are likely to be accurately noted down by the person in charge of the office.

*By Mr. Tilton:*

2762. Would not the clerks being placed in one large room under an officer responsible for their attendance largely overcome the difficulty referred to in your previous answer?—I have no doubt it would tend to the efficiency of the Service.

*By Mr. Brunel:*

2763. Do you think the higher officers of a Department could be relied upon for making an impartial confidential report as to the efficiency and conduct of their subordinates?—Yes; I think they could if it were quite clear that such a report would remain confidential. I may say that this opinion does not in any way reflect on the Deputy-Heads. The treatment of the clerks being dependent on the reports given to

the Deputy-Heads, it would soon, notwithstanding any care that would be shown by these officers, be known how the information was obtained.

2764. If the reports were confidential only to the extent that censure of a subordinate should only be communicated to the Deputy Head of the Department and the party censured, who should then have an opportunity of justifying himself, would such a regulation tend to remove the difficulty you foresee?—There would be this advantage, that the Deputy, in such Departments as were so large as to make it difficult for him to know what such person was doing, would have supplied to him the knowledge requisite to enable him to treat each person as he deserved.

*By Mr. White :*

2765. What, in your opinion, would be the effect upon education generally of throwing open to competition all the first appointments to the Civil Service?—I think it would have a very good effect indeed.

2766. Have you any experience in the employment of female clerks, and have you formed any opinion as to the desirability of employing them?—The Audit Office has, with the Finance Department, joint authority over the cancellation of Dominion notes; the work is being done entirely by ladies. The work is fairly done and, I think, could be done still better, but that the ladies are only employed alternate months. Female clerks could be very profitably employed if they occupied rooms by themselves on merely clerical work.

*By the Chairman :*

2767. Have you given much consideration to the question of promotion in the Service, and can you make any suggestion as to how promotions should be made?—My answer is based on the supposition that the examination system as to admission had been adopted, and in this view, the examination should be conducted in this way. The Departments would determine the subjects that should form the basis of examination for the different grades in the several departments and the prominence that should be given to each subject. The Commissioners would then determine through the examiners the relative merits of the candidates for the several grades; and, so far as the examination went, these candidates should receive promotion according to the merit shown in that examination.

*By Mr. Barbeau :*

2768. Do you think that young men having passed a course in our good commercial schools would be sufficiently fitted for the duties required of them; and that they would have, in time, a fair chance of being promoted?—Yes; I do. I presume that the examinations would not be based on the examinations in any other country, but that they would be confined to such subjects as would have the effect of permitting entrance into the Service of the best talent available in Canada. I might also add that I think the examination would necessarily be governed by the requirements of each department, and that each would have a different class of examination.

*By Mr. Brunel :*

2769. What is your opinion of high class educational attainments as an index to the general intelligence of a candidate, and to his capacity for acquiring knowledge?—Other things being equal, and having no other information to guide me, I would be inclined to select a young man of high attainments in preference to one of inferior knowledge for the discharge of duties of which neither of the two knew anything.

*By Mr. White :*

2770. Do you think it expedient that the senior clerks in each department should possess a competent knowledge of both the French and English languages?—Yes; I do.

*By Mr. Tilton :*

2771. Do you not think the staff employed in the Auditor-General's Department should be composed of persons possessed of a special aptitude for accounts and figures, and that their efficiency in this particular should be tested before being appointed, either by a competent tribunal, or by a probationary service?—Yes; I think that the examination should be made with a special view to test the capacity of candidates



for keeping accounts, as well as to determine whether they possessed the general knowledge which all Civil Servants should have.

*By Mr. Brunel:*

2772. Have you had any reason for believing that in order to satisfy political exigencies, places of emolument have sometimes been created that would not have been deemed necessary if it had been uncertain who would be appointed to fill them?—I have no doubt but that has prevailed to some extent, but not to a great extent.

2773. Will you be good enough to state your opinion as to whether, if Members of Parliament ceased to exercise the patronage as to appointments they have heretofore exercised, they would be likely to guard the public interest with greater jealousy, in so far as relates to the creation or continuance of unnecessary offices?—Yes; I think that they would more effectually guard the Service from the creation of all unnecessary positions, although, as I explained above, the evil is not, in my opinion, a very crying one.

2773a. Have you any reasons for supposing that undue pressure is sometimes brought to bear on Members of Parliament in order to induce them to promote appointments to the Civil Service of men who do not possess suitable qualifications, and that the appointment of such persons is sometimes made to the exclusion of others better qualified?—Yes; my experience has taught me that there is a very great pressure brought to bear on Members of Parliament to use their influence for inferior men, and comparatively little pressure to find positions for men of superior qualifications.

*By Mr. Taché:*

2774. Are you satisfied with the efficiency of your staff?—When the Audit Office was organized, in 1878, the greater part of the clerks were taken from the office of the Receiver-General, and the work they were engaged in in that office was not of a character to develop the kind of information which is required in the Audit Office, and that fact to some extent lessened the efficiency of the staff at the beginning. That defect has been to a great extent removed by superannuation.

*By the Chairman:*

2775. Provided candidates were required to pass a suitable examination before entrance and to serve for a probationary period before appointment, do you believe that the work of your Department could be more efficiently and economically done?—Yes; I think so.

*By Mr. White:*

2776. Do you think that an attendance of six hours and a half daily, with three weeks leave of absence for recreation annually is as much work as the public can fairly expect from civil servants at Ottawa?—Yes; I believe it is.

2777. What is your opinion as to the advisability of fixing by Statute the number of first class clerks in each Department and assigning specific duties to each?—Under any circumstances I would be in favor of fixing the number of first-class clerks for a Department unless the Department was of a growing character. As to the duties, I would be in favor of arranging specific duties to each first-class clerk under a system which would prevent any but men possessing the requisite qualifications from being admitted to the first class.

*By Mr. Tilton:*

2777a. What, in your opinion, would be the result to the Civil Service of fixing by Statute, for the several Departments, the number of clerks that should be borne on the permanent staff of each, providing by the same means for promotions within the Department, and supplementing such staff either permanently, or as occasion required it, by employing extra clerks or writers?—I am not in favor of the employment of extra clerks except for the doing of unusual work. I do not think that in a new country like Canada, where the requirements are constantly on the increase, that it would be advisable to limit by Statute the number of the clerks—presuming that my view as expressed in the first part of this answer should prevail.

2777b. Then, in your opinion, any theoretical organization of the Departments would be open to objection?—No; except so far as limiting the number of clerks

in classes below the first. I understand and believe that the employment of extra writers has been successful in England, but my short experience indicates that the employment of such in Canada would not be successful, owing to the different circumstances of the two countries, and to the location of the seat of Government in Canada.

2778. Do you think a system of giving fixed salaries to each class is to be preferred to that of giving annual increases?—I do not think fixed salaries are to be approved of, but do not think the annual increase is the best way of raising salaries.

*By the Chairman :*

2779. Have you given any consideration to the present classification and grading of the clerks in the Service?—I have only given it the consideration which the duties of my office caused me to give it.

2780. Can you furnish the Commission with any suggestions for reducing the number of grades and simplifying the classification by which the efficiency and economy of the Service would be promoted?—I think that a common classification for all the Departments would not suffice; one Department would require more classes than another. The disposition now seems to be to crowd the higher classes, and thus increase the cost of the Service. When a person has ceased to be legally eligible for the \$50 increase, pressure is brought to bear to have him promoted to the next higher class. When the Civil Service Act was passed it was evidently intended that so far as certain points went there should be no deviation from the law. From the fact that a specific vote in the Estimates gives the Government the power to disregard the law, the Civil Service Act has not the same good effect that it would otherwise have.

*By Mr. White :*

2781. Do you not think that if a better system of promotion were adopted and the prizes of the Service given within the Service, a good deal of the over-crowding in the higher classes might be avoided?—I think it would have the effect, to some extent, of checking the over-crowding mentioned.

*By Mr. Brunel :*

2782. Could the work of your Department be classified with reference to the comparative importance of each part?—There could be, I think, a general classification; there might be work to be assigned to a chief clerk and two other grades.

2783. If such a classification were made might not the salaries of the clerks be determined with reference to the class of work assigned to them?—If any of those three grades were to be adopted there should not be but one salary in each class, because a person coming into the offices who would necessarily be in the lowest grade would not give the same degree of usefulness to the office that he would subsequently, provided he devoted himself to the work. There might be a maximum and minimum.

2784. Do you think that if it were practicable to place the clerks of your Department in one large room under the immediate supervision of a senior officer the duties would be more efficiently performed and much waste of time by unauthorized absence and other causes avoided?—Grouping in one room all persons doing the same work, under one superior officer, would be valuable both as regards economy and efficiency.

2785. Are there any duties in your office of a character to be performed by men of a lower grade than the present permanent clerks?—

The Commission adjourned at 6 p.m.

TUESDAY, 30th Nov., 1880.

Mr. McDougall's examination continued:—

*By the Chairman :*

2786. Have you occasion at times to employ temporary clerks, and what is your opinion respecting the employment of temporary clerks in the Service generally?—

I do not frequently employ temporary clerks. The experience of my own office, with respect to which only I can speak, would not lead me to be in favor of the employment of temporary clerks.

*By Mr. White :*

2787. Are you of opinion that temporary service should be paid for by the day or by piece-work?—By piece-work when it is practicable.

*By Mr. Tilton :*

2788. Do you think the experience in your own Department with reference to the employment of extra clerks can fairly be considered as applicable to other Departments?—No, I do not think it can; I can understand that where there is much copying to be done, or other work of a purely routine character, that extra clerks, paid according to the work done, might be profitably employed for that work alone.

*By the Chairman :*

2789. Would your opinion be favorable to the payment of clerks for extra work performed after office hours in the office in which they are employed or in any other office of the Government?—I would be against the payment of Civil Service clerks for any extra work performed.

*By Mr. White :*

2790. Do you think that there are no cases in which an exception should be made to that rule?—I think not. I think that clerks employed in any office of the Government should not be permitted to receive pay for any extra work beyond office hours; that they should be expected to cheerfully perform work in their own offices after office hours when they are only called upon to do so occasionally. If the persons employed in an office are so few that frequent calls are made for extra work the staff should be increased where it is possible that such an increase would meet the difficulty; and where that is not possible, a permanent addition should be made to the salaries of the clerks. My observations have gone in the direction of showing that persons who are to receive pay for extra work are frequently prone to neglect their regular work during office hours.

*By Mr. Brunel :*

2791. It has frequently happened that the preparation of Returns ordered by Parliament have imposed a large amount of work on a Department of a description that can be done by the clerks who are familiar with the subject in less than half the time, and, therefore, at half the cost that would be required if persons unacquainted with it were employed. Does your objection to payment for extra time apply to cases of that kind?—Yes; even in that case I think that the clerks should be called on to do the work if they are physically capable of doing it; if the extra demand on their time is unusual they should not receive additional remuneration in any shape. If the demand is common, as I previously explained, a permanent addition should be made to their salaries.

*By the Chairman :*

2792. Your view, then, is that clerks in a Department should do the work, including such work as that alluded to, and for the pay accorded to them under the Service scale?—Yes; that is my view.

2793. Do you keep an attendance book, and is it regularly signed by all your officers and clerks, and is the discipline of your Department such as you can approve?—Yes; we do keep such a book; it is regularly signed by the officers, except by the Assistant Auditor; and the discipline is generally such as I can approve. There is a disposition on the part of some of the clerks to leave the building during office hours.

*By Mr. Tilton :*

2794. Are you aware whether the Order in Council fixing the keeping of an attendance book makes any exceptions with reference to it being signed?—As far as my recollection goes, it is only with reference to the Deputy Heads that any exception is made.

*By the Chairman:*

2795. Have you any men who from age, ill health or any other cause are not well fitted for the performance of their duty?—Yes; there are men who are unfit for the Service.

*By Mr. Taché:*

2796. Are you, notwithstanding, generally satisfied with your clerks?—Yes; with the present mode of selecting in view I do not consider I am exceptionally ill placed.

*By Mr. White:*

2797. What is your opinion as to the desirability of imposing fines for misconduct, and do you consider such fines can now be legally imposed?—I am not aware of there being any legal power to impose fines. I am not in favor of fines such as for neglect of duty. I would be in favor of suspension.

*By Mr. Barbeau:*

2798. Are there any books of account kept in your Department beyond the general appropriation ledger; if so, please state what they are?—There is the Dominion receipts book and letter of credit book. Each examiner keeps a book with an account of all expenditure made as advances through the Department, the accounts of which he audits.

2799. By those books do you consider you have a check on the revenues of the Government?—No; not an absolute check.

2800. Do you not think such a check would be important and indeed necessary, and could you suggest a means by which this could be obtained?—Under the Audit Act I am not given any control of the examination of the receipts, and I have, therefore, not given the same consideration to securing an accurate return of all moneys paid to agents of the Government that I have been called upon to give to the question of expenditure; but much, in my opinion, could be done by my being empowered to examine into the returns sent by the agents above named, for the purpose of seeing that the returns are regularly made at short intervals. I think this desirable.

2801. Please state if you take any cognizance of the issues by Government of Dominion notes and stamps; and, if so, what is it?—It is part of my duty, under the Audit Act, to see to the cancellation of Dominion notes, which I do; but I have no cognizance of the stamps.

2802. Are we to understand that certain accounts are audited after they are paid?—Yes.

2803. In this case, if you should decide that the vouchers sent in are insufficient what would be the remedy, with whom would be the responsibility, and is this allowed by law?—Yes; Section 30 of the Audit Act gives the power to the Finance Department and the Audit Office jointly to issue credits to the various Departments and to others authorized by them—credits to make expenditure. The regularity of the payment in the case of credits can evidently be only proved after the expenditure has been made. When any irregularity occurs, the Department or individual having a credit under which the expenditure is made, is notified of the fact, and such remedy as can be applied is called for, and a request made that the like irregularity should not occur in future. Should my request be disregarded, I should lay the facts before the Treasury Board; and in the absence of treatment of the question by that body, I should feel it my duty to note the facts in my next annual report to Parliament. My requests to the Departments have usually been regarded. Frequently, as it is natural, I have found it necessary—particularly at the inauguration of my duties—to explain to the Departments the reasonableness of my requests; but I have not had persistent obstacles thrown in the way of the full performance of my duties.

2804. Have you ever had to object to the insufficiency of vouchers for sums paid in the manner just stated; and if so, has it been for large amounts?—I have frequently objected to the insufficiency of vouchers, but the only cases that I can recall at the moment where objection has been raised to supplying me with vouchers were when the Departments or individuals wished to retain the vouchers for their own

purposes. The amounts were frequently large. There have been payments made which were not supported by the vouchers that I desired to have. When, however, the attention of the spending officer has been called to the fact, he has almost invariably been willing to supply vouchers for subsequent payments in the manner in which I desired to have them. I may say that I see nothing to lead me to fear that there will not be speedily in force such a system of audit under credit as will secure in all cases as absolute an evidence of correct expenditure as if the audit was made before payment.

*By Mr. Taché :*

2805. Did you meet with any case in which you had reason to suspect that there was something morally wrong with Departmental payments?—While there has been in some cases expenditure that appeared to me beyond what the necessity of the case called for, and beyond what the law permitted, I have not had hitherto any reason to suspect fraud.

*By Mr. Barbeau ;*

2806. Have you had any opportunity of judging of the manner in which the books of account are kept in the various Departments?—I have not examined, at length, the account keeping of the various Departments.

*By Mr. Tilton :*

2807. Are credits issued to all the Departments for expenditures they are charged with making?—There are credits issued to all Departments that have expenditure to make beyond Civil Government expenditure, but these credits do not cover all the payments by all the Departments.

2808. Will you please to state the exceptional cases in which the credits do not cover all the payments made by Departments?—All bills of exchange are paid on direct application, because the Government has money at the Bank of Montreal in London, and all questions of exchange are thus avoided. Direct payments are made for the larger expenditures, to contractors, for the public works and railways, and direct payments are also made to the Paymaster of the Public Works Department.

2809. Do you not think a uniform system of payments by all the Departments might be adopted both with advantage to the Departments and the public?—I think that the credit system should prevail whenever disbursements are to be made by the person receiving the money; but I do not see that anything would be gained by causing the Department to pay from a credit the large sums that go directly to the public creditor.

The Commission adjourned at 6 p.m.

WEDNESDAY, 1st December, 1880.

MR. MCDUGALL'S evidence continued :—

*By Mr. Tilton :*

2810. Will you please state, for the information of the Commission, the nature of the duties of the provincial auditors, to what extent they control the expenditures of the agents of the different Departments in Nova Scotia, New Brunswick, P. E. I., and British Columbia, and to whom they report?—Their duties are to countersign all cheques issued by agents of the Departments against credits given to them; to see that the credits are not overdrawn, and that the payments are otherwise regular; to make up weekly statements of the amounts drawn against the credits and other expenditures made through the various banks of the places in which they are located, for transmission to the Audit Office at Ottawa, for the purpose of examination here and repayment at the banks. They report to me.

*By the Chairman :*

2811. Have you given your consideration to the question of superannuation or making provision for the widows and orphans of deceased civil servants?—As to superannuation I consider a system of that kind necessary. With reference to the

provision for widows and orphans, it might be advisable to insist upon officials making provision for their families by means of life insurance, but I do not think that the Government should be bound to make provision for the widows and orphans of deceased civil servants.

*By Mr. White:*

2812. What is your opinion as to the advisability of making provision in the Superannuation Act for giving the option to employes to retire on reaching a certain age, say 60 or 65 years?—I have not considered the matter fully, but would not be in favor of permitting an employe to demand superannuation.

2813. Do you think it would be in the interest of the Public Service to provide by law for the compulsory retirement of all civil servants on attaining the age of say 65?—I think that, although there would be some advantage arising from it, I would not be in favor of applying such a system.

2814. Do you consider it advisable to give to the Government power to make allowances, in addition to the ordinary superannuation allowance, in cases where special services have been performed?—I do not see that it would be advisable to grant as superannuation anything further than what is permitted by that part of the Superannuation Act which gives to the Government the power to add to the counting period of a person's years of service any number of years up to ten.

*By Mr. Mingaye:*

2815. Do you think that an officer arrived at 65 years of age ought to be allowed to require that he may be placed on the superannuation list at such annual sum as he may be entitled to, and if the requisition is made, that the Government should be obliged to grant it?—I think not. My view of the ground of superannuation is not the guarding of the interest of the live servants, but the providing of the means of dispensing with persons who have ceased to be competent to discharge the duties awarded to them.

*By Mr. Tilton:*

2816. In view of the opinion you have expressed, do you not think the Government should relieve the Civil Service of the payment of superannuation deduction?—No; I do not. I consider that the Government is in no way bound to make any stipulation with a civil servant that Government should be guided in paying their employes by any rules other than those that guide master and servant in any other employment.

2817. Are you aware, whether in cases of the officers and employes of the Senate and House of Commons, superannuation deduction is made from their salaries?—Superannuation deduction is not made from their salaries.

2818. Are the benefits of the Superannuation Act available for the officers and employes named in my previous question?—They are.

2819. Can you inform the Commission why the salaries of the officers and employes of Parliament are not subjected to superannuation deduction, while the civil servants, both of the Inside and Outside Services pay it?—The Superannuation Act makes the superannuation drawback compulsory upon the officers of the Senate and House of Commons as well as upon those employed in the Departments. A committee of each House passed a resolution to the effect that the superannuation drawback should be charged to the contingencies of the House instead of to the salaries of the officers. It was on those resolutions that the salaries were relieved from the drawback. The sum thus paid is included in the Superannuation Fund, and charged to contingencies.

2820. Could the action of such committee be fairly considered as indicating public opinion on the question of such deduction?—I presume that that would be at least an exponent of the opinions of the members of the House.

2821. Are you aware of the financial results of the working of the Superannuation Act since its adoption in any of the Departments?—I have not made any calculations upon that subject.

## MARINE AND FISHERIES DEPARTMENT

MR. WM. SMITH, Deputy Minister of Marine and Fisheries, examined :—

*By the Chairman :*

2822. You are Deputy Minister of Marine and Fisheries; will you please to state how long you have been in the Service and held your present position?—I have held my present position since 1867. At first there was no Deputy Minister, and I was appointed as Secretary of the Department for a very short time. I have been in the Public Service in Canada upwards of 38 years. I was previously in the Imperial Service of Customs in the United Kingdom, and have thus been 40 years in the Public Service altogether.

2823. Will you please to state generally, the present organization of your office and how its work is administered?—There is a branch for the management of the fisheries business, superintended by a Commissioner; there is a branch for the management of financial matters, superintended by the accountant; there is a branch of management for all matters connected with the registry and measurement of shipping, superintended by a first-class clerk; there is a branch for the correspondence and general business of the office, superintended by the chief clerk; there is a branch for the management of all engineering matters of the Department, superintended at present by an engineer. I have immediate supervision of all those branches. The Commissioner of Fisheries communicates directly with the Minister on the subject of the fisheries; but I have supervision of all financial matters of that branch as of the others.

2824. Are first appointments made in accordance with the Civil Service Act of 1868, or are its provisions as regards first appointments altogether disregarded?—The provisions of the Act have not been observed in the matter of first appointments, and examinations have not been held in accordance with the Act.

2825. Have you given your consideration to the question of making appointments and promotions in the Service?—Yes; I have considered that matter.

2826. Will you be good enough to state what, in your view, would be the best mode of making first appointments and promotions in the Service?—I think that it would be in the interests of the Public Service that appointments should be made in accordance with the plan in operation in the English Service, by competition and examination by a separate authority, independent of the Government. With reference to promotions, I think another plan than the present could be adopted which would be more economical and satisfactory to the employés. I think the defects of the present system are that persons get appointed through political influence without reference to their qualifications, and in some cases at higher salaries than are necessary for the nature of the work to be performed, and that when once appointed their advancement in the Service frequently depends upon political and personal influence, and in some cases to accidental circumstances; and I think that by the plan I would recommend all this might be avoided to a great extent. The plan I would recommend is to grade all the employés at Ottawa on one general list, fixing a specified number and a specified amount for each person's salary, and the number of each grade of employés, so that the amount to be voted every year would not increase as it has been doing for some years past; and when a vacancy would occur in the list every one below the vacancy on the list, if eligible, would get a step up if there was no report against him; and, with reference to those who might be reported against, they should remain stationary, those below them stepping over their heads. By this plan the expense of the Service would not increase, and every one in the Service would feel they were getting promotion whenever a vacancy occurred. Under the present system the increased cost of the Service has been very great under the annual increases, and owing to the fact that the employés have not always been appointed at the minimum salaries, many of them having come on at much higher salaries than the minimum. I do not consider it at all necessary that the employees entering one Department should be confined to that Department for life, but I think they would be much improved by being moved about from one Department to

another occasionally. Under this plan it would not be necessary that they should be removed from one Department to another on vacancies occurring, or it could be so arranged, if desired, that they could remain in their respective Departments at their former work although receiving a step of promotion on the general list. With reference to any increase of work in the Departments requiring additional assistance, that could be provided for by taking on extra men, called writers, at a stated rate of pay per week, something similar to the plan in operation in some of the larger Departments in England, where a considerable proportion of the ordinary routine work is done by that class of men at a very cheap rate, and might be selected from a list of persons who had passed a preliminary examination and were found to be good writers by the authority which should examine persons entering the Service permanently. I believe that the rate paid in England for this class of work in some of the Departments is 25 and 30 shillings per week. If this plan was adopted the permanent list of employes need never be increased. With reference to the Outside Service, a plan something similar to this might, I think, be advantageously adopted in a modified form, and is in operation, I think, in the Customs Department in England, where it has been found advantageous to promote officers and clerks from one port to another, instead of keeping them all their lives at one port, and bringing in fresh, untrained men over their heads, as is sometimes done in this country. If this plan could not be adopted, I think it would be advisable that the Act at present in force should be carried out, as has not been the case, and that no person should be admitted permanently to the Service, even if nominated by political influence, until he had passed a proper examination by some separate authority independent of the Government, and was duly certified by such authority; and that such authority should have the responsibility of certifying yearly to Parliament that the law had been carried out.

2827. Your view is that first entrance into the Civil Service should be by open competitive examination, and that Civil Service Commissioners should be permanently appointed to conduct these examinations, and that such a system would be an effectual remedy for the evils arising from the exercise of political patronage?—Yes, this is my view; on the understanding that the competition be confined to residents, for a given length of time, or natives of Canada.

2828. With reference to what you have said about the grading and classification of the Service, under the existing system prevailing in the Inside Service, there are eight different grades with eight different salaries attached to each; under your plan would you simplify and reduce the number; will you please to state what your classification would be, and how many grades with different salaries attached to each you would have in the Service generally?—I think the number of grades might be reduced and simplified.

2829. What would you consider the best age for candidatas on first entrance into the Service?—From 18 to 22 years would, I think, be the proper age.

2830. In making promotions and increases of salary would it not be a good plan that it should be made a rule in the Service to require a certificate from the Deputy Head of the Department, or from the clerk's immediate superior, countersigned by the Head of the Department—that is, that the possession of the necessary qualification should entitle the clerk to promotion and increase of salary rather than the absence of disqualification?—Yes; I am quite of that opinion.

2831. Your view is that nomination should be by merit. How would you ascertain the merit of the clerk or officer?—By a report of his superior officers.

*By Mr. Taché :*

2832. Would you make a clever young man of brilliant intellect and education go over the head of an old, respectable and well-doing employé?—No; I would not do that; it is no part of my system.

*By Mr. Mingay :*

2833. How far would you recommend promotion and increase of pay to an officer who, in all his work for the future, is not required to do any higher class of work than



he is doing as a junior clerk?—I would give him promotion on the general list in rotation without reference to the nature of his duties.

2834. Then you recommend promotion and increase of pay for length of service only, and not for the value of his work?—Yes; if reported favorably on by his superior officers.

*By Mr. White :*

2835. Your view is, then, that seniority rather than character of work should regulate salary?—Yes; as I believe there is very little difference in the classes of work in the Service.

*By the Chairman :*

2836. Are appointments to what may be considered the prizes in the Service made from the outside world; if so, is it because the Service has not within itself the material from which to make promotions?—Some such appointments have been made. I think that all the higher appointments in the Service could be nearly all filled by people already in either the Inside or Outside Service, with exception of a few professional offices.

2837. What is the effect on those already in the Service when appointments from the outside world are so made?—It creates a feeling of discontent and discouragement.

*By Mr. Mingaye :*

2838. You state in a previous answer that under the English Civil Service, officers and clerks were removed from port to port from time to time; is the Commission to understand that all officers engaged in the collection of revenue in the English Service are subjected to such removals, and at what periods would you recommend the same classes of officers here to be removed in a similar manner?—In the case of promotions in the Outside Service, I think the men should be promoted from port to port as vacancies occur.

2839. Would you recommend that Inspectors and Collectors of Inland Revenue, Inspectors of Ports and Collectors and Surveyors of Customs, should also be removed in the manner before mentioned?—Yes; I think it would be a great advantage to the Service.

2840. Would not such a system tend to make a better class of officers by giving them a better chance of promotion from time to time, according to merit, besides enabling them to better understand their duties?—I think so.

*By the Chairman :*

2841. How is your staff of employés; is it an efficient one, or have you more men than are needed for the work?—It is an efficient one, comprised of all well conducted persons, and we have not enough men to do the work without employing a small amount of temporary service at a cheap rate.

2842. Have you any men who from age, ill health or any other cause, are not well fitted for the performance of their work?—One of our clerks has been in poor health for some time, and is not, therefore, as useful as a vigorous man would be.

2843. How are the salaries; do you apportionately pay for work?—I cannot say that the pay has been proportioned to the work, as all the clerks have had their annual increases under the Act, and the salaries have been increasing from year to year without reference to the work.

*By Mr White :*

2844. Have you had any experience in the employment of female clerks?—We never employed any but one female clerk in the office, and she is now employed as an extra clerk and is our translator. She is a most excellent clerk.

2845. Do you not think that the senior clerks in your Department should be conversant with both the French and English languages?—It would be an advantage for them to do so, but I do not think it is indispensable as documents in French are always translated.

2846. I infer, from your reply to a previous question, that you are not in favor of the system of giving annual increases of salary; will you be good enough to explain why you prefer fixed salaries to salaries rising from a minimum to a maxi-

mum in each class by annual increment?—I think it would be advisable that the amount of the cost of the Civil Service should not go on increasing as rapidly as it has done for the last few years, and that Parliament and the Government should know what the cost of the Civil Service is without its being liable to be increased every year. Under the plan I recommend, well behaved and efficient clerks would rise on the list by every vacancy above them and would gradually get promoted from one class to another without requiring any influence to obtain such promotion beyond their own merits, and the cost of the Service would not be required to be increased from year to year.

2847. Would not the natural increase of the work in the several Departments render it impracticable to fix the amount to be expended in salaries except as now, from year to year?—I think not; the increase of work could easily be provided for by the employing extra assistants or writers at a small cost.

*By the Chairman :*

2848. Referring to what you said about the employment of temporary writers on weekly pay, as in England, do you not think that here there is this difficulty, that you have not the same supply to draw from?—I do not think so at all. There is a most abundant supply to draw from. I am constantly in receipt of letters asking for situations. I could get as many young men as the Service required at a dollar a day on first entrance.

2849. With reference to the apprehension which you have expressed as to the solicitations and influences which would be brought to bear by outsiders for promotion and increase of salary in the Service, would not the examination and appointment of this tribunal, approved by you in your previous answers, obviate the pressure from without?—Yes, it would completely obviate it, and when I was in England on public business, as a representative of the Government of Canada to the Government of England, on merchant shipping legislation, I had many conversations with Members of the Imperial Parliament on the subject of appointments to the Public Service; and all those with whom I conversed on the subject expressed themselves highly pleased with the change which had taken place from the old system of political appointments to the new system of competitive examinations, as it relieves them entirely from the constant pressure which was brought to bear on them by their constituents for situations in the Public Service, which was frequently very embarrassing. I believe the change would have the same effect in this country and would relieve Members and Ministers from the pressure constantly brought to bear on them for Government situations.

*By Mr. Tilton :*

2850. Was the expression of approval by the Members of Parliament referred to in your last answer with reference to the general change in system, or with reference to competitive examinations being adopted?—It had reference to the change from political nominations to competitive examinations. They were glad to get rid of the trouble occasioned to them by constant applications for Government situations.

*By Mr. Taché :*

2851. What is your opinion about permanent additions to the regular salaries of Deputy Heads for duties appertaining to the ordinary working of Departments?—I think it is unfair to give such additions in exceptional cases, and I do not think it is fair to pay some Deputy Heads much higher than others. In my own Department several important additions have been made to the duties of the office since the salaries were fixed; and in one case the duty of managing and superintending the measurement and registration of the shipping of the Dominion was transferred from the Customs to the Marine Department, because, as I believe, I was an expert in the business, and I obtained no addition to my salary, while, I believe, other Deputies received important additions to their salaries following an addition to their work.

2852. Does not the performance of the duties in connection with the "Registration of Shipping" require the exercise of knowledge purely technical in its character?—Yes; it requires a knowledge of marine law and experience in the business. I would not be able to direct others if I had not had experience myself.

*By Mr. Mingaye :*

2853. You state that you have been in the Customs in England and in this country, and therefore must know the value of the work done by clerks and officers in the various ports here; are you of opinion that the work of Customs' clerks in any moderate sized port is less valuable than that of the clerks in the Inside Service of the several Departments?—I am of opinion that it is not of less value.

2854. Does not a clerk in the Customs who has to check invoices, determine the rate of duty to be paid, and, requiring the knowledge of the Customs' laws and regulations, render more valuable service than those doing mere copying and book-keeping, and is not his work entitled to higher pay?—I think the work is more valuable, and therefore, if sufficient length of service existed, the work would be fairly entitled to higher pay than mere copying and routine work.

The Commission adjourned at 6 p. m.

THURSDAY, 11 A.M., 2nd December, 1880.

MR. W. SMITH'S examination continued:—

*By the Chairman :*

2855. Do you keep an attendance book which all the officers and clerks in your Department are required to sign; and what is your opinion as to the utility of keeping such a book?—We keep an attendance book; it is signed by all the employés except one who has failed to observe the regulation; I think the keeping of the book most necessary.

2856. Are you satisfied with the state of discipline in your Department; and what are your powers for enforcing it?—Yes; I can only report to the Minister when present or suspend during his absence.

2857. What penalty do you impose for breaches of discipline; do you usually suspend or impose fines?—I never impose fines, but I have sometimes exercised the power to suspend. I have no power to impose fines, but am in favor of doing so.

2858. Do you keep in your Department any official record of the manner in which your officers and clerks discharge their duties?—No.

2859. Will you be good enough to state your opinion as to the expediency of keeping such a record for reference when considering the promotion of employés?—I think it would be a good thing for the Minister to have a confidential report.

2860. Can you offer any suggestions as to the manner of keeping such a record, by whom it should be kept, and who should have communication with it?—I think it should be a confidential report made by the Deputy Head to the Minister.

*By Mr. Taché :*

2861. Why confidential? should not any reproach merited by an employé be first made to him, and should he not be made aware of anything standing against him?—I have no strong opinion on the subject myself, but it was the practice in the Department of the Customs in which I served in England to make such a report annually; I think the practice was a useful one.

*By Mr. Brunel :*

2862. Can you state whether in the Imperial Customs Service it is usual to communicate to an employé who may be censured the nature of the complaint, so as to offer him an opportunity for defending himself?—If charged with any specific neglect of duty he would be at once communicated with in writing.

2863. I understand you have been in the Customs Service in Canada; can you state whether it has ever been the practice to make confidential reports as to the conduct of officers in that Service?—Not in the Canadian Service, but it was the custom in the Imperial Customs Service in the Colonies; I have not been in the Customs Service since Confederation.

*By Mr. Mingaye :*

2864. If collectors of Customs in the Dominion were from time to time called upon by the Minister to give confidential reports on the staffs under them, would it

entail, necessarily, an injustice towards the several officers under such collectors?—I do not think it would entail any injustice.

2865. Did not the new Act for the Registration of Shipping initiate a different mode of registration to that under the Provincial Act previously in force, and thereby entail more responsible and heavier duties to all persons carrying out the provisions thereof?—There has been no material change in the Merchant Shipping Act since 1875, except in Ontario, and I do not think the change in the mode of registration has increased the work or responsibility.

2866. On the present Act coming into operation, did your Department appoint registrars of shipping and measuring surveyors at all the ports throughout the Dominion, or was there any limit to the size of the port chosen for registration purposes?—The registrars and surveyors of shipping were appointed at ports in the Dominion, from time to time, as the Minister of Marine considered them necessary; there was no rule laid down.

2867. Are you of opinion that the present mode of making registrars of shipping at small inland ports leads to their improperly carrying out the Act and the requirements of the Department, owing to their want of experience, in consequence of so few ships being registered there?—Yes; I think it objectionable to appoint registrars of shipping at small ports.

2868. Have not such small ports of registration caused great trouble and inconvenience to your Department by reason of the returns and papers sent by the registrar being improperly made out, and thus your statistics are to that extent not reliable?—Some of the returns from the small ports are occasionally incorrect, but care is taken to have them corrected, and I think the returns of shipping are reliable.

2869. Are you of the opinion that it would lead to the better carrying out the provisions of the Act and departmental instructions if the registration of ships were centralized in the larger ports?—I think it would be better not to have so many small ports of registry.

2870. Is it not a fact that in larger inland ports the collector, by being so appointed, has placed on him much extra labor, in keeping the books of registry, corresponding with persons at a distance and supplying the public, on demand, with information and abstracts of title, making out returns for your Department and the Registrar General of Shipping, England, most of which work had been entailed under the present Act?—Yes; it is a fact that much extra work is entailed upon the collector by being registrar of shipping.

2871. Is it not a fact that in a large port where many ships are registered, the work and responsibility increase with the number of ships, and do not registrars frequently have to receive for registration bills of sale, mortgages, judgments, proceedings given from courts of law and otherwise, many of which require a knowledge, not only of the Registration Act, but also of common and chancery law, to determine whether they are in proper shape to be registered?—Yes; the registry work increases with the number of ships, and this kind of business requires a thorough knowledge of the Registry Act; in a case when the registrar is in doubt he should apply to the Department for instruction, when instruction will be immediately furnished him.

2872. With all this extra work, has your Department provided registrars at large ports with extra clerks to assist them, or do you leave it to the Customs Department to deal with the matter, or what is the system adopted by your Department?—The Marine Department leaves it to the collector and the Customs Department to arrange for clerical assistance.

2873. In a book of instructions supplied to registrars of shipping by your Department, a registrar is first referred to the Imperial Merchant Shipping Act of 1854, and told to observe that he “may render himself liable to damages or otherwise for any loss accruing to any person by reason of any act done, or default made by him through his neglect or wilful act.” Are registrars, therefore, so held liable by your Department?—Registrars are not held liable by the Marine Department, but the person suffering damage has his remedy at law against the registrar.

2874. What fees are payable by the public for inspection of the books of the office, and how much is payable for an abstract of title of any particular ship?—The fees are prescribed in the Act; 20 cents for an inspection and 24 cents for an abstract.

2875. If a certified copy of any entry in a registration book as to a particular ship can be furnished on payment of a fee of 24 cents, what fee is payable for a copy of a ship's register from beginning to end, containing say a copy of 25 entries?—24 cents.

2876. For whose benefit are these fees received by Registrars of Shipping?—The Government.

2877. Are registrars of shipping receiving any fees or salary proportionate to the extra work done by them, either through your Department or the Department they are originally appointed to?—The Marine Department pays no salary or remuneration to the registrars for the registration of shipping.

2878. Is there any reason why an officer having such extra responsibility and work placed on him should not be paid for the same?—I do not think it is extra work, as the duty has usually been performed by the collector; there are some extra returns now required from the inland ports which were not formerly required.

2879. Are the several inspectors of ports, under the Customs' Department, instructed by your Department to inspect the register books kept by registrars of shipping and their manner of carrying out the registration of ships and other matters relating thereto, and is it considered, with or without instructions, a part of their duty to do so?—They were not so instructed by our department.

2880. Are collectors of Customs required by the Steamboat Inspection Acts to see that the provisions are carried out as to the proper inspection of steamships, the certificate of the inspector being received within a proper time, and if called upon by the inspector of steamships, to detain any such ship?—It is part of his duty as collector to carry out certain provisions of the Steamboat Act.

2881. If a collector of Customs were to neglect or refuse to see that such requirements were properly carried out, and an accident were to happen to any steamboat by wreck or through explosion of the boiler or otherwise, and it were proved that he had neglected or refused to see that the requirements of the Act were carried out within the "reasonable time" mentioned in the 31st Victoria, Chapter 65, Sections 33 and 37, before allowing such steamer to run or granting her a clearance, would your Department hold such collector answerable for such loss of life?—I think the collector would be held responsible for any accident caused by his neglect.

2882. What, then, do you consider "a reasonable time" within the meaning of this Act?—A week or ten days, in my opinion, would be a reasonable time.

*By the Chairman:*

2883. Have you given the present Superannuation Act your consideration, and can you make any suggestion for its improvement or for making provision for the widows and orphans of deceased civil servants, and for which the present Act does not provide?—Yes; I have given the present Superannuation Act some consideration, and although the amount paid for pensions appears very much in excess of the deductions from salaries, still it has been the means of increasing the efficiency of the Service. I think it would be advisable to make some reasonable provision for the widows and orphans of the members of the Civil Service, and also of making some deduction from their salaries for this amount.

*By Mr. White:*

2884. What is your opinion as to the desirability of providing in the Superannuation Act for giving to employes the option to retire on reaching a certain age, say 60 or 65 years?—I think it would be a good thing to give them the option of retiring at 65.

2886. Would you be in favor of providing, by law, for the compulsory retirement of all civil servants on attaining the age of, say 65?—Yes.

2886. Do you think it would be well to give the Government power to add to the ordinary superannuation allowance in cases where special service has been performed?—No; as I think it might lead to favoritism.

*By Mr Brunel:*

2887. Can you have prepared for the Commission a statement showing how the operation of the Superannuation Act, as heretofore administered, has affected the cost to the public of carrying on the business of your Department?—I will have such a return prepared.

2888. I observe that in replies to previous questions you express the opinion that promotions in the Service should depend on the certificates or reports of superior officers, do you think political influence would be sufficiently eliminated by such a method?—I think it would tend greatly to eliminate it; but it might not succeed entirely.

2889. Would not a system of examination by an independent authority, coupled with a record of previous conduct, more completely accomplish that object?—I am not very clear whether it would be an improvement to have examinations for promotions after they have once entered the Service for technical duties, such as the Outside Service of the Inland Revenue.

2890. Will you be good enough to state your reasons for doubting the expediency of subjecting officers to examinations for promotion after they have once entered the Service?—I think, with ordinary intelligence and attention to duty, clerks will soon learn any business required of them in any of the Departments.

2891. With reference to the employment of extra writers and determining absolutely the number of permanent clerks employed, as suggested by you, do you consider that that would be the most judicious and most economical method of providing for transacting the increased business of a Department due to the increasing business of the country?—I do; for any additional work could be done by this cheap class of labor, with the Heads of the Departments to direct it.

2892. Do you then contemplate keeping such extra clerks employed only while their services are actually required?—I do.

2893. How would such extra clerks be employed when not required in the Department?—They would have to look for employment as is done elsewhere, or qualify themselves for entry into the Service.

2894. Are we to understand, then, that the extra clerks would be a sort of floating portion of our population seeking employment here and there in the same way as an ordinary day laborer?—I do not think they would be in a position of an ordinary day laborer, but would seek for employment in some other suitable business.

2895. Can you inform the Commission whether the practice you recommend as to the employment of extra service is followed by any of our banks or larger commercial institutions?—I have not obtained any statistics on this subject, but believe merchants employ extra labor of this kind when they need it.

2896. Would not the uncertainty of their employment have a tendency to deteriorate the moral habits of these extra writers?—No; I think it would improve them.

*By the Chairman:*

2897. The nature and scope of the enquiry which the Commission has been directed to make has been conveyed to you, and a new theoretical organization for each Department in the Civil Service is specifically mentioned. Can you, on giving this question your consideration, suggest one in your Department with the view of promoting its efficiency and economy, or make any other suggestion not elicited in the course of your examination?—

## SPECIAL EVIDENCE.

The Commission desiring to obtain as intimate a knowledge as possible of the opinions of the various branches of the Civil Service issued the following circular to the Deputy Heads of the various Departments :

CIVIL SERVICE COMMISSION,  
MONDAY, 22nd November, 1880.

To.....

SIR,—I am directed by the Civil Service Commission to inform you that it has been decided to afford the clerks of the various Departments an opportunity of presenting their views to the Commission concerning the Civil Service. With this object in view the Commission desires that the clerks in your Department, of the rank of 1st class and under, should select a representative to come before the Commission when summoned to do so.

The topics on which such representative clerk will be examined are as follows :—

- 1st. Classification of Clerks.
- 2nd. Increases of Salaries.
- 3rd. Promotion in the Service.
- 4th. Superannuation.
- 5th. Provision for Widows and Orphans.

This information is communicated to the clerks, through you as Deputy Head, in order that they may discuss among themselves the views they may desire to express concerning the topics above suggested.

You are respectfully requested to lay this note before your clerks immediately, and to communicate to the Commission as speedily as possible the name of the representative selected, who will receive a notice to appear before the Commission at an early day.

Respectfully yours,

D. McINNES, *Chairman.*

In obedience to the request of the Commission, each Department selected a representative, and the following evidence was taken by the Commission :—

MR. RICHARD NETTLE, representative of the clerks of the Inland Revenue Department, examined:—

*By the Chairman :*

2398. You have been elected at a meeting of the clerks in the Inland Revenue Department, of the rank of 1st class and under, to represent them before this Commission?—I have been so elected; and will read memorandum for the Commission.

INLAND REVENUE DEPARTMENT,  
1st December, 1880.

In pursuance with the instructions contained in the "Circular" of the Civil Service Commission of the 22nd ultimo, and submitted to the clerks of the Department through Lieut.-Colonel Brunel, Commissioner, the undersigned has the honor to report:—

That at the several meetings of the clerks of the Department (of the grade mentioned in the said Circular), the various subjects to which they had been requested to give their attention have been duly considered, with the view to meet the requirements of the Commission, with the following results :—

1ST CLAUSE—CLASSIFICATION OF CLERKS.

*Probationary Clerks.*

It is suggested that before entering the Civil Service the probationary clerk should be subjected to a tolerably rigid examination.

That after a period of two years' satisfactory service he should be promoted to the grade of a third class clerk, and his salary should in no case be less than four hundred dollars per annum.

*Clerks.*

It is the opinion of the clerks of the Department that the present classification meets the requirements of the Service, with the following exception:—

They would respectfully suggest that the *invidious* distinction of a *junior second class clerk* should be abolished, and that there should be only first, second and third class clerks.

## 2ND CLAUSE—INCREASES OF SALARIES.

*3rd Class.*

Commencing with the third class clerks, it is considered that the minimum salary should not be less than five hundred dollars and the maximum eight hundred dollars per annum, with an annual increase of sixty dollars. This would give a period of five years before the grade of a second class clerk would be reached.

*2nd Class.*

The Department is of opinion that the minimum salary of a second class clerk should be nine hundred dollars and the maximum fourteen hundred dollars per annum, with the annual increase of fifty dollars until he shall have attained the maximum amount.

*1st Class.*

It is conceived that the minimum salary of a first class clerk should be fourteen hundred dollars and the maximum eighteen hundred dollars per annum, with an annual increase of one hundred dollars until he shall have attained the maximum.

In the theoretical organization of the Civil Service, a certain number of first-class clerks are assigned to each department. To obviate the difficulty of an overplus, it is suggested that when a vacancy occurs in that grade, or that the exigencies of the Service requires an increase, the senior clerk of the second class be recommended to fill the vacancy; always provided that he be competent to fulfil the duties of the office. If he be not competent, then the next in seniority, who may be found capable, should be appointed.

It is respectfully but earnestly suggested to the consideration of the Commission, that when moneys for the benefit of the Civil Service employes (either individually or collectively) have been voted by the Parliament of the country, the same should be distributed with the least possible delay.

## 3RD CLAUSE—PROMOTION IN THE SERVICE.

The two guiding features for promotion in the Civil Service should be efficiency and seniority—that is to say, in the event of a vacancy occurring in the Departments, the position should be filled by the next in seniority, provided that the incumbent be competent to fill the duties of the same.

Should any other course be pursued, it must tend to weaken the efficiency of the Service and damp that hope which is the guiding star of every well disposed employe in the Service. Reference is here made particularly to those offices where routine is of necessity the daily duty of the official.

So soon as an employee shall have attained the maximum of his class, it is conceived reasonable that he should be promoted to the next grade. If the exigencies of the Service render it inconvenient, it is suggested that he should receive a bonus in consideration thereof, good behaviour being understood in all cases.

## 4TH CLAUSE—SUPERANNUATION.

The present scheme of superannuation has proved to be generally acceptable.

The attention of the Commission is, however, respectfully requested to what appears to require some amelioration. It will be seen that in the event of the death



of an employé (in harness) the amount he may have paid into the fund is entirely lost to his widow or heirs.

The employés rest assured that due consideration will be given this matter, and that some benefit may be derived therefrom by the widow or heirs of the deceased.

5TH CLAUSE.—PROVISION FOR WIDOWS AND ORPHANS.

The greatest unanimity was expressed on this subject. The employés feel it to be a sacred duty to provide for the widow and orphan, and of protecting from want those who are near and dear to them, and would cheerfully pay two per cent. for the creation of a fund for that purpose.

Voluminous matter has been prepared by gentlemen of the Civil Service in relation to Pension Funds, Insurance, &c., and the attention of the Civil Service Commission is respectfully called to the "Quebec Act" (here appended), the provisions of which appear to be very satisfactory, and which would be cordially accepted by the employés as the basis for a fund.

All of which is respectfully submitted.

RICHARD NETTLE,

*Representing the Inland Revenue Department.*

To the Chairman and Members of the  
Civil Service Commission.

*By Mr. Brunel:*

2899. Referring to the paragraph in your memorandum in relation to promotion being made with reference to the competency of the individual, as well as to his seniority, are you instructed to state how the clerks you represent wish the question of competency to be decided?—I have no instructions on the subject.

2900. In another part of your memorandum you suggest that when a clerk has attained the maximum salary of his class, he should, as a matter of course, be promoted to the next class, or, if not promoted, that he should receive the salary that would pertain thereto; are you aware whether your constituents have, in making this suggestion, considered that, by such a course, clerks would, in some cases, ultimately receive salaries in excess of the value of the work?—I do not think they took that into consideration.

MR. H. CASGRAIN, representative of the clerks of the Department of Agriculture and Statistics, examined:—

*By the Chairman:*

2901. You have been elected at a meeting of the clerks of the Department of Agriculture, of the rank of first class and under, to represent them before this Commission?—Yes; I was so elected, and will now proceed to read the following

MEMORANDUM.

1. *The Classification.*

On the whole, it appears that the present classification meets the views of the majority. In respect to the second class, a proposal was made that the distinction between senior and junior be done away with.

Your Committee, after full and careful consideration of the subject, believe that the preponderance of opinion is in favor of maintaining the classification substantially as it is, as affording, when carried out fairly and equitably, a sufficient stimulus to the deserving, and a proper check on those who might be disposed to rest satisfied with merely escaping censure.

The feeling respecting the ratio of salaries appears to be that the salary on first appointment to the third class should be higher than at present, it being suggested

that, after satisfactory examination, as the Act provides, and having passed the probationary stage, the lowest salary of the third class should be not less than five hundred dollars with a larger annual increase for that class than the statutory fifty dollars.

The clerks felt great difficulty in dealing with this matter, not being clear that it is a question which comes properly within the scope of the reference. They, however, report the fact of such recommendation, and, also, that a proposed scale of salaries to the other classes has been made. This or any other scale they do not think it either wise or judicious to recommend to you for adoption, the question of a revision and increase of salaries to the whole Civil Service, which is its practical meaning, being specially attributed to the Administration and Legislature.

### 2. *Increases of Salaries.*

With the exception already noted of a proposal to increase the annual increment to the third class, the present system is apparently satisfactory. A proposal was made that the increase should go on as a matter of right, independent of the conduct or efficiency of the clerk. But we find that it is not the opinion of the majority, or even of a considerable number, among us; whilst there may be cases of hardship in consequence of the rule "that no clerk shall have an absolute right to the annual increase of salary authorized by the Act," it is submitted, that the rules being for the efficient conduct of the Service, and not merely for the benefit of the individual clerk, there must necessarily be such provisions as to interpose checks on the perfunctory discharge of duty by the members of the Service.

The decision in all such cases being made on the responsibility of the Minister of the Crown at the head of the Department, it is difficult to see how that responsibility can be done away with without lessening the control over the conduct of the clerks in the discharge of their duties, it being open now to every one believing himself aggrieved to bring forward his claim to the increase.

Attention is directed to the anomaly that exists in respect to the difference between the maximum of the senior second class and the minimum of the first class, by which a clerk considered worthy of promotion to a rank entailing higher duties, can receive no increase to his salary for four years if he shall have, previous to his promotion, reached the maximum of the second class. This anomaly does not exist with regard to the other classes.

### 3. *Promotion in the Service.*

There appears to be complete unanimity in the opinion that promotion should be based on merit and seniority combined, but that where there is superior merit it should have the determining weight in the consideration of promotion, and that seniority alone, without efficiency of service, should not entitle to promotion.

### 4. *Superannuation.*

So far as the expressed opinions indicate, the present system of superannuation is satisfactory, with the exception of the monthly abatement from the salaries. It is felt as a hardship that the contributions thus taken are of no personal benefit to a large proportion, since they die whilst discharging their duties, nor to their families, who receive no share of the accumulated sum yearly taken from the income of the husband and father. It is believed that an enquiry into the working of the Superannuation Act would show that the advantage to the country, by the power to superannuate clerks who become inefficient from old age or infirmity, is fully commensurate to the cost of superannuation. It is, therefore, urged that a fair claim exists for the abolition of the system of abatements made to provide a Superannuation Fund, the present mode of showing the result of the system being partial and misleading, the greater part of the elements to be considered being left unnoticed.

### 5. *Provision for Widows and Orphans.*

There is a unanimous opinion that there should be a provision made for the widows and orphans of deceased clerks in the shape of annuities. For the purpose

of providing a fund for this object, the general willingness has been expressed to submit to a deduction from the salaries of at least an equal amount to that now made should the abatement for superannuation be given up, or for the adoption of such equitable scheme as might be settled upon, the pension, should the provision assume that form, to be for the life of the widow, or until her marriage, and in event of her death or loss of pension, to the minor children up till such age as might be agreed on.

Mr. W. D. LESUEUR, representative of the clerks of the Post Office Department, examined:—

*By the Chairman :*

2902. You have been elected a representative by the clerks in the Post Office Department of the rank of 1st class and under, to present their views before this Commission?—Yes; I have been so elected.

2903. With reference to the present classification which comprises eight different grades, is it the view of your constituents that it should remain as it is, or that the classification should be simplified or the number of grades reduced?—It is the prevailing opinion among the employés of the Department that the grades should be simplified and reduced in number. There seems to be a general opinion that probationary clerks should be paid a per diem allowance, and that a period of six months' probation would be sufficient; that there should be three regular classes of permanent employées, first, second and third; that the third class clerks should begin at a salary of \$500.

The prevalent opinion among the employés of the Post Office Department is that the scale of salaries provided in the Civil Service Bill, submitted to Parliament in the year 1875, by the then Minister of Finance, might reasonably be adopted; inasmuch as the Service below the rank of Deputy Heads, has never received the general increase of salaries, which, at that time, was thought expedient.

According to this scheme, the salaries of third class clerks would range from \$500 to \$750 per annum; of junior second class clerks from \$800 to \$1,100; of senior second class clerks from \$1,200 to \$1,700; and of first class clerks from \$1,600 to \$2,000.

If it were decided to make but one second class, it is thought that the maximum of the third class might then be advanced to \$900; the second class to begin at \$1,000.

2904. With reference to the statutory increase of salaries, what views have you been asked to give in relation thereto?—It is the opinion that the statutory increase should not be withheld except for cause assigned. The Department is quite content with the amount of the increase and with the system under which an increase is granted.

2905. With reference to promotion in the Service, will you have the goodness to state the prevailing opinion in regard to it?—There is an opinion that promotions from class to class should be a contingency on increase of efficiency, as certified to by the head of the branch in which the clerk serves. Further, it is thought desirable that each Department should be divided into branches according to the natural differences of the work to be done, and that promotions to vacancies occurring in a branch should be filled from another branch, except when to do so would involve going down two classes. In such case, a clerk one class below in another branch should be considered eligible for promotion to the vacant appointment. This arrangement, it is held, would give every capable clerk in the Department a certain deferred or contingent interest in vacancies occurring in other branches than his own. Upon this head it is also suggested that the work in each Department should, as far as possible, be graded according to its degree of difficulty and responsibility, and should be assigned to the clerks in the order of their seniority; the object being to avoid the practical injustice that sometimes results when, superior work having been placed unnecessarily in the hands of a junior clerk, it is found impossible to bestow it afterwards upon a senior clerk equally competent, so that the promotion to which it naturally

leads is eventually given to the junior. There is a decided feeling in the Department that the higher or staff appointments should be assigned, whenever possible, to men already in the Service. The absence of a rule to this effect has in the past had a very discouraging effect upon the employées generally, but particularly upon the more capable amongst them.

*By Mr. Brunel :*

2906. Are you instructed as to the relation of importance that should be given to seniority and merit in making promotions. If so, please state what you are directed to say on that point?—I am authorized to give it as the opinion of the Department that due respect should be paid in all ordinary cases to the principle of seniority, but that all possible encouragement should at the same time be given to merit, and that the interests of the Service should not be made to suffer for the simple purpose of promoting men in the strict order of seniority. On this head, also, there was manifested at the meeting of the employées a strong desire that men who held that their claims had, inadvertently or otherwise, been overlooked, should have some means of obtaining a judicial and impartial decision on their several cases. Nothing very practical was suggested, but the idea was concurred in by all. It is believed that the chances in the Service of some men have been injured by lack of opportunity and by want of such training as they might have expected to receive from the Heads of their several branches; and it is thought very desirable that the teaching of clerks their duty, and as great a variety of duty as may be consistent with the convenience of the Department, should be a recognized part of the duty of superior officers.

*By the Chairman :*

2907. What views have you been asked to convey in reference to the question of superannuation?—I find that the great majority of the employées view the present system with favor, but are of opinion that if it were worked more exclusively in the interests of the Service it might be made to yield better results. There is a prevailing opinion that the fund is unduly burdened, and it is thought that if unnecessary charges could be avoided it might be found possible to provide for the voluntary retirement of employées after a certain term of years, say thirty. The idea is that after thirty years' service an employé might be able to claim superannuation. It is the opinion of the employées that retirement might perhaps with advantage be made compulsory at the age of sixty-five.

2908 & 2909. Has any plan under which the widows and orphans of deceased civil servants shall be provided for been considered; if so please give the prevailing views in relation to it?—No decided plan has been considered or adopted, but I found that the employées in general were willing to submit to a considerably increased abatement from their salaries if this could be made the means of providing a fund for the benefit of widows and orphans. It may be only fair to add that a certain number of unmarried men were opposed to this scheme.

The Commission adjourned at 6 p.m.

FRIDAY, 3rd December, 1880.

MR. W. H. JONES, representative of the clerks of the Department of the Secretary of State, examined:—

*By the Chairman :*

2910. Will you please to state your position in the Department of the Secretary of State; how long you have been in the Service, and held your present position?—My present position is that of a first class clerk. Have been 41 years in the Public Service; and have been in my present position since Confederation.

2911. You have been elected at a meeting of the clerks in your Department of the rank of first class and under to represent their views before the Commission?—Unanimously.

2912. What are their views with reference to the classification of clerks, and the number of grades in the Service?—It is the opinion of the clerks of the Department of Secretary of State that the question should be left to the Government.

2913. What is the opinion of your Department as to the increase of salaries?—It is the opinion of the clerks that promotion in the Service should go on from the lower to the higher class immediately on reaching the maximum of the lower, and no outsider to be appointed to fill a vacancy, but promotion to take place. With regard to increase it is the opinion that they should legally have taken place when Parliament first voted the amount in 1872-3 for that purpose. The Ministers and Deputies salaries were then increased, but not those of the clerks.

2914. And what are their views as regards promotion?—Promotion in the Service should go on from the lower to the higher class immediately on reaching the maximum of the lower, with the usual statutory annual increase, and no outsider to be appointed to fill a vacancy, but promotion to take place.

2915. Please state what the suggestions are in reference to superannuation?—It is the opinion of the clerks that, after serving thirty years they should be allowed to claim superannuation as a right, and that superannuation should not be permissive.

2916. Have you plans to offer for making provisions for the widows and orphans of deceased civil servants?—It is the opinion of some that the superannuation deduction should be taken to form a fund for the widows and orphans, and that the Government be asked to superannuate from the revenue of the Dominion; others think that the Government should not be asked to do this.

2917. Are there any other suggestions which you have been requested to convey on any of the five points in which their views have been asked?—1st. It is thought that clerks from the senior second class, in going into the first class, should receive \$1,500 per annum to begin with, as the maximum of the senior second is \$1,400.

2. Again clerks are not allowed pay for extra work performed by them, in the Department to which they individually belong, but they can be and are paid for extra services in a Department to which they do not belong. It is the wish of the clerks of our Department that this should be rectified.

3rd. It is also the opinion that the clerks of our Department should have Saturday afternoons during the Session as well as during the rest of the year.

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MR. E. C. BARBER, representative of the clerks of the Auditor-General's Department, examined:—

*By the Chairman:*

2918. What is your position in the Department of the Auditor-General; please state how long you have been in the Service and held your present position?—I have been 25 years in the Public Service. I am a first class clerk; and have been in that position since January 1st, 1865.

2919. You have been elected at a meeting of your fellow clerks of the rank of first class and under to represent their views before the Commission on the topics submitted for their consideration?—I have.

2920. The first topic is the classification of clerks—please to state the view in reference to it?—It is the opinion of the clerks that there should be for our Department three classes, viz., chief, first and second, the latter divided into two grades, junior and senior. The salaries, thought to be fitted for such a classification are as follows:—Junior, 2nd, \$700 to \$1,000; Senior, 2nd, \$1,100 to \$1,400; 1st class, \$1,500 to \$1,800; Chief, \$2,000 to \$2,800. Six years' service in each class is required to obtain a maximum by annual increases of \$50.

2921. The second topic has reference to the increases of salaries—please state the prevailing opinion in reference to it?—We entertain the opinion that the annual increases should be absolute. The Deputy Head, however, to have power to withhold the increase for cause, the cause to be communicated to the clerk in writing and also reported to the Government.

2922. With reference to promotions in the Service, what are their views?—We believe that merit alone is to be the guide; such merit to be established by an open and fair examination. If an employé is passed over, who is senior to the one appointed, the cause of such passing over to be reported to the Government in writing.

2923. As to the question of superannuation, please to state the views you have been instructed to convey in reference thereto?—It is the opinion that no employé should be allowed the benefit of superannuation unless he has given at least ten years' service, except from physical disability, not the result of ill-health previous to his entering the Service. No employé should have the benefit of the Act unless he has paid at least his yearly contributions, or a sum proportionate thereto be deducted from his yearly allowance. The reason we have come to this conclusion is, that cases are known of men who have been superannuated, or are likely to be superannuated, who have never paid anything to the fund. This arises from the fact that these gentlemen have been over 35 years in the Service, and are therefore exempt by the Act.

2924. Has there been any plan devised by you and your fellow clerks for making provision for the widows and orphans of deceased civil servants?—It was considered that provision should be made for the widows and orphans of deceased civil servants.

*By Mr Tilton :*

2925. Can you state whether the employes in the Auditor-General's Office would consent to a further abatement from their salaries if provision were made by the Government for the wives and children of deceased civil servants in the form of limited annuities?—I am authorized to say that the clerks would give unqualified assent to any reasonable increase in the deduction from salaries, in order to provide a fund for the relief of widows and orphans.

*By the Chairman :*

2926. The views which you have so far expressed have reference exclusively to the Auditor-General's Department; have you been directed to make any suggestion on the topics named with reference to the Service generally, and if so please state them in their order?—Yes; I have been directed to draw the attention of the Commission to some points. As to classification, in addition to the classification laid down for our own office, it is thought there should be a class called probationary clerks, who would practically occupy a position equivalent to third class clerks. These men should, it is considered, be paid a per diem allowance, and not under any circumstances should a man be continued longer as a probationary than one year, after which he should be dispensed with or permanently appointed.

2927. If you have received directions from your fellow clerks to convey any further suggestions to the Commission on the topics named, will you please do so?—It is thought that no man should be admitted to the Service until he has passed a satisfactory examination as to qualification. That relates to the probationers as well as the others. Political influence should be reduced to a minimum, and clerks should be appointed simply on account of fitness. Political influence is calculated to demoralize the Service by the appointment of unsuitable men and by irregular and unjust promotions, which naturally result in creating discouragement and apathy. If the Service is to be what it should be, a credit to the country, mere politicians must not be allowed to swamp the good men of the Service; a rigid examination before entrance should be insisted on and the prizes of the Service should be open to the Service alone and not given as political rewards. A reciprocity of interest should be established between the Government as representing the people, and the Service. All the arrangements that are presumably in the interests of the Service should not depend upon the *ipse dixit* of any one. One mood should govern. If the Service *shall* do certain things then let it be said that the Service *shall* have certain rewards. The bringing in of men of all ages over the heads of men long in the Service, under the convenient plea of special qualifications, is unjust and works great injury.

*By Mr. Brunel :*

2928. Are you instructed to express any opinion as to who should be admitted to the qualifying examinations to which you have referred?—It is understood that

the examination should be open and fair, and that all persons nominated should be examined. I have no special instructions on this point.

*By Mr. Tilton:*

2929. When you refer to "a rigid examination" do you speak of such in the sense of a pass or qualifying examination, or one of a competitive character?—I am instructed to say that the clerks are opposed to competitive examination previous to appointment.

*By Mr. Brunel:*

2930. Are we then to understand that while you are instructed to oppose competitive examinations, your constituents have not considered how candidates are to be nominated for qualifying examinations?—No instructions have been given me on this point.

Mr. GEO. M. SHERWOOD, representative of the clerks of the Adjutant-General's Department, examined:—

*By the Chairman:*

2931. What is your position in the office of the Adjutant-General. Please state how long you have held that position and been in the Service?—I am a senior second class clerk; have been a year as such, and have been nearly sixteen years in the Service.

2932. You have been elected at a meeting of the clerks of the rank of first class or under, to state their views on the topics submitted for their consideration before this Commission?—I have been so elected.

2933. First as to the classification of the clerks, will you please to state the views which you have been directed to convey?—The clerks of our office are of opinion that the senior second class might be abolished and that the grades be first, second and third; that the minimum of the third be \$500 to \$850; of the second, \$900 to \$1,400; and the first, \$1,400 to \$1,800. When a clerk is promoted at present in the lower grades he receives an increase of salary with the exception of the case of promotion from senior second to first class. The maximum of the former (or second class) is greater than the minimum of the former. They, therefore, suggest that it should be amended so that a clerk promoted to the first class grade will not have to wait four years for an increase of salary, after having had the same salary for several years in the previous rank of senior second class.

2934. Please to state their views as to increases of salary?—According to the present system a clerk entering the Service say at \$400, and getting his annual increase and promotions without delay, it takes him 28 years to reach the maximum of the first class. It is therefore suggested that the periods of service in the lower grades be shortened, or that the annual increase of \$50 be increased to \$100, which would be likely to induce more zeal in the Service.

2935. The next topic is that of promotion in the Service; please state your views upon it?—The present Act reads that a clerk is eligible for promotion, and he frequently remains eligible until there is a vacancy, notwithstanding that he has been frequently recommended for promotion by the Adjutant-General, the excuse being usually that there are too many clerks of the grade into which promotion is desired. It is the opinion that if a clerk is worthy of his pay he should be promoted and not be compelled to wait for "dead men's shoes;" a clerk of the second class having as much chance of life as the one recommended for promotion. It is also considered that promotion should be by seniority, if a clerk is efficient and capable of performing the work, and, if not, the promotion should be given to the next in efficiency and capacity.

2936. What are your views in regard to the present Superannuation Act?—It is thought that the present Superannuation Act does not work beneficially to the clerks, as in many instances employés have died in harness and all that they have contributed to the fund has been lost.

2937. Have you matured any plan for making provision for the widows and orphans of deceased Civil Servants?—The clerks suggest that the contributions to the superannuation fund be increased out of the salaries, if the Government will grant an annuity to widows and orphans. The clerks are willing to consent to any arrangement the Government may make with this object in view.

Mr. THOS. J. WATTERS, representative of the clerks of the Customs' Department, examined:—

*By the Chairman:*

2938. What is your position in the Department of Customs? Please to state how long you have held it and been in the Service?—I am now a first class clerk; have been so for five months, and have been in the Service for 11 years.

2939. You have been elected at a meeting of the clerks in your Department, of the rank of first class and under, to represent them before this Commission on the topics upon which their views have been asked?—I have.

Mr. WATTERS read the following memorandum:—

MEMORANDUM presented to the Civil Service Commission as embodying the views of the clerks of the Customs Department upon the subjects submitted for their consideration, in a circular from the Commission, bearing date 22nd November, 1880.

CLASSIFICATION OF CLERKS AND INCREASES OF SALARIES.

In this connection we would beg to submit that the probationary class at \$300 should be abolished; that it is and has been virtually a misnomer, inasmuch as in few, if any, cases has a man been refused appointment because of the unsatisfactory results of his first years' service or probation. Besides, the salary attached to it is such that not one man in a large number who is fitted to enter and be of value in the Service will come here and submit to the hardships which such a salary, attached to such a position, necessarily involves—with the chance of improving his position to such a very small extent as it would be were he given the third class at \$400. Then we consider the examination, which nominally determines a man's fitness or otherwise to enter the Service, would be better either done away with or made compulsory. At present it seems to have become a dead letter, and for some time few, if any, members of the Service have been called upon to pass it.

We are of opinion that there should be four classes, to be called, respectively, chief, first, second and third classes.

The third class should begin with a salary not less than \$500 per annum, and should increase by a yearly addition of \$100, until it reaches \$900. Our argument in favor of thus raising the scale of small salaries is that the existing rates do not attract the best material to the Service, and are in fact opposed to its improvement and usefulness.

The second class should begin not lower than \$1,000, increasing by yearly additions of \$75 until it reaches \$1,300.

The first class should begin with a salary of \$1,600, and increase by an annual addition of \$50 until \$2,000 is reached.

A further or chief class, for men holding positions of unusual responsibility and of an executive character, should be remunerated accordingly; it is considered that a fair scale would be, beginning at \$2,200 and increasing at the rate of \$100 per annum until say \$2,800 is reached.

With this scale, and taking the time to be served before one could, with every-thing favorable, attain the highest position, the senior clerk would necessarily be a man of mature years. For instance, supposing he entered at 25 years of age, he would be 50 before the highest point could possibly be reached. We would suggest, however, to meet the objection to having too many men in the higher classes, that



the following rules be enacted:—That men in the lowest grade should advance to the head of the next higher class, without interruption or hindrance, excepting misconduct. Advancement to the first class to be made only when vacancies occur, and the number of this class and of chief clerks, to which each Department is entitled, should be determined by some theoretical organization, which would seem to come within the province of your Commission.

#### PROMOTIONS IN THE SERVICE.

Under this sub-head it is strongly urged that, when vacancies occur, the position so vacated should be filled by the promotion of the man next in rank to the former incumbent. We would take this opportunity to recommend that *a limit as to age* be fixed, beyond which no man can enter the Service. It is felt that 30 years is the maximum age at which a new appointment should be made, and that such appointee should enter at the lowest salary, thus doing away with the hardship which has obtained, under the present Bill, of the bringing in of entirely new men, and placing them at once in positions which we feel should be the fair reward of the older servants' faithful work. We believe your Commission will acknowledge that, the greater the inducement offered, the more strenuous will be the efforts made to deserve it; but when a man has served faithfully and well, for perhaps 20 years, and is thoroughly competent to take the highest position in his branch, it seems to admit of no argument that it is unfair and disheartening to have that position filled by one new to the Service, and who must be taught his work by the man whose superior officer he becomes. Under the present Bill a man, well up in years, can be brought in and given a high position, which perhaps fairly should fall to one already in the Service; and at times the justification has been that "Mr. —, is a man of long experience," "he has been an old business man, etc." Were the limit as to age at time of appointment fixed by Statute it would preclude such injustice, and remove even such cases as those above mentioned, for a man of 30 cannot have had such lifelong experience as would entitle him to appointment over the heads of men his seniors both in years and service.

#### SUPERANNUATION.

It is the unanimous feeling that much improvement could be made in the present arrangement. We do not complain of the percentage which we are required to pay, nor yet of the retiring allowance; but we are glad to bring before you the very incomplete and withal arbitrary provisions which now exist. It seems to us to be an anomaly which calls for redress, that we are obliged to pay each year a portion of our salaries—a certain expenditure,—for a very uncertain return. You will have observed that the Superannuation Act only gives a return for money paid to credit of the fund, in ordinary cases, where a man shall have reached the age of 60 years, if he is then superannuated. Should he die before reaching that age his representatives get nothing for what he may have paid, either in the shape of a gratuity or other provision. We are given no option as to the payment of this money, and if you take the case of a man who has contributed towards this fund for perhaps 20 years, dying at the end of that time, and consider that his payments to this fund, if applied towards a premium of insurance, would have insured a policy of at least \$2,000, and remember that under the present Bill his representatives get nothing; it will strike any impartial judge that the matter calls for decided alteration. Another point to be dealt with is the present uncertainty as to the time when a man shall be superannuated. The Bill, which is written in the potential mood, says "it may be done when he reaches the age of 60 years"; but in effect that provision applies to some, and not to others. We think it would be a great advantage, in every way, if a time limit were here inserted, making the age at which a man shall be superannuated 65 years, and leaving no option in the matter. It would then be an accepted condition on his entering the Service, and we think there are few positions in which a man of 65 cannot be well replaced by one younger. We believe, however, that at any age,

between 60 and 65, a man who has contributed towards the fund for 15 years, and asks for superannuation, should be entitled to it. The last point connected with this subject, to which we would refer, is the fact that the burden borne by men now in the Service is not an equitable one, for the reason that their contributions go towards the support of those who, having been superannuated during the past nine years, have contributed in some cases nothing, and in others but a small moiety of what fairly should be given to entitle them to the allowance they are at present receiving; and as this injustice, if not remedied now, will continue to militate against us for perhaps the next 20 years, we now suggest it for your consideration.

#### PROVISION FOR WIDOWS AND ORPHANS.

This, the final topic for our consideration, is one to which we consider too much attention cannot be given. With the great majority of civil servants it is necessary to provide for their families out of the incomes they receive, generally by way of life assurance. Under existing conditions a man who marries shortly after entering the Service at a small salary, is not for many years able to carry a policy of sufficient amount to provide for those dependent upon him. The Government still further lessens his ability in this respect by taking from him year by year, what would perhaps double the amount of his policy, applying the money towards his possible superannuation. We are of opinion that nine-tenths of the Service would gladly see the superannuation *percentage* doubled, or still further *increased*, if thereby the Government could be induced to make some provision for those they leave behind at the time of their death; and we strongly recommend some such system—if not the same—as that now in force in the Province of Quebec. We think that the result ten years hence would prove that, with the percentage fairly increased, the Government would be called upon to supplement the receipts by perhaps less than is now required for ordinary superannuation, while the benefit to the widows and orphans of deceased servants would be incalculable. We could then feel that a certain return would be received for our expenditure, and as it is the practice to so provide for those named in many countries where the science of government and the internal economy of the nation has been carefully studied for many years, we feel that valuable precedents can be found for the adoption of some equitable system for relieving those who are dependent upon us, when their natural protectors are no longer with them.

#### SUMMARY OF OUR VIEWS.

No. 1. That the examination before entering the Service having proved of little if any value, be done away with.

No. 2. That the probationary class be abolished.

No. 3. That the classes be divided into four, as follows:

3rd Class, beginning at \$500,	increasing \$100 per an.,	and ending at \$900.		
2nd Class, do	\$1,000, do	\$75 do	do	\$1,300.
1st Class, do	\$1,600, do	\$50 do	do	\$2,000.
A Chief Class, do	\$2,200, do	\$100 do	do	\$2,800.

No. 4. That promotion be given by seniority.

No. 5. That all new appointments be made to the lowest salary of the lowest class, and that the age of men entering the Service to be limited to 30 years.

No. 6. That superannuation be made compulsory at the age of 65 years; retaining the present provisions to meet the cases of persons disabled from any cause before reaching that age; and that a man between the age of 60 and 65, having paid towards the fund for 15 years, may ask for and obtain superannuation. Also that present and prospective superannuated employés, who have not paid towards the fund for 30 years, should be assessed *pro rata* until such term of payment shall have been fulfilled.

No. 7. That provision be made for widows and orphans by way of annuity or pension, increasing the percentage now payable, to meet the large expenditures which would be entailed.

2940. Are there any other views on the topics named which you have been directed to convey to the Commission beyond what is stated in your memorandum; if so, please to state them?—I may add to what has been said before on the subject of increase of salary, that the increasing of the lowest grade by \$100 per annum and the next higher by \$75 would attract to the Service men who would prove more valuable than those who would enter looking for the smaller increase, which is given those classes under the present Bill; that the difficulties of one entering the Service are, as a rule, not so great as when he has attained the higher grade, and that the increase given in the earlier stages of his service would be more valuable to him and perhaps secure a valuable man who would not enter under existing arrangements. We also think that the present rates, while they may fill the lower ranks of the Service, do not secure the best available material, and are in fact placing a premium upon the ultimate appointment of outside persons to the higher positions as they become vacant.

Mr. MOORE A. HIGGINS, representative of the Finance Department, examined:—

*By the Chairman:*

2941. Will you please state your position in the Finance Department, how long you have been in the Service and held your present position?—I have been 43 years in the Service; have been in the Finance Department since 1866. My present position is that of a first-class clerk and I have held it since 1858.

2942. You have been elected at a meeting of the clerks in your Department to represent their views before this Commission on the topics on which their views are asked?—I have; and, in order to facilitate proceedings, a memorandum has been prepared which I will read.

#### MEMORANDUM.

REPORT of the Committee appointed at a meeting of the clerks under the grade of chief clerk, held in response to a circular received from the Civil Service Commissioners.

Before expressing the conclusions at which your Committee have arrived respecting the views to be presented to the Civil Service Commission, through the representative to be elected, upon the topics submitted for consideration, they would desire to call attention to the following extracts from the admirable work of Arthur Helps, entitled "Thoughts upon Government." He says: "Amongst the foremost of the aids that may be obtained for good government may surely be placed the attraction of able men to the Government Service. The more potent the machinery the more intelligent must the man be to guide it. Government is not exempt from this general rule; and, as its affairs are more important than those of any private individual, it mostly requires men of special ability to conduct these affairs." \* \* "Finally, when, by any process of selection, you are fortunate enough to have got good men to serve you, you must take care to keep them satisfied. It must be remembered that the work of the permanent civil servants of the Crown is necessarily of an obscure character. It is not rewarded in the manner in which other service is often rewarded in the outer world, namely, by increasing fame and reputation. The merits of the most eminent of the prominent civil servants are known to very few persons; which makes their positions especially dependent upon the discriminating kindness of their chiefs."

#### CLASSIFICATION.

Your Committee are of opinion that this meeting is expected to express views only respecting the Finance Department and the classes of clerks to which the

circular is directed; they would therefore recommend that the view be expressed that this Department should be divided into as many branches as may be found necessary and convenient; each branch to be presided over by a chief clerk, who shall be responsible to the Deputy Head for the maintenance of discipline and the proper management of all such matters as shall be entrusted to him. The other clerks in this Department should consist only of first and second class clerks, and should be divided amongst the branches in such proportion as may be necessary.

The salary of a second class junior clerk might fairly run from \$800 to \$1,100, a second class senior from \$1,200 to \$1,600, and a first class clerk from \$1,600 to \$2,000; messengers might also range from \$300 to \$600, and provision should be made for the appointment of a chief messenger at a salary of \$700, extra work periodically occurring and special cases recommended by the Deputy Head should also be paid for at the rate of 50c. per hour. The present rate of increase of \$50 per annum is considered satisfactory.

#### PROMOTIONS.

The following clause, taken from the Report of the English Civil Service Commission, appears to embody the views of the Committee on this point:—

“It appears that in each public Department the clerks are divided into classes, with reference to the importance of the duties they have to perform. In the same class each clerk proceeds from the minimum to the maximum salary by length of service; but in all promotions from an inferior to a higher class it is required that the selection shall be made only from superior fitness for such higher class. The principle of promoting from class to class, in consequence of merit alone, without regard to seniority has been enforced on the Heads of the Departments by the highest authorities, and may be considered the established rule of the Civil Service.”

Your Committee would further recommend that each chief clerk should be required to make a confidential annual report to the Deputy Head of the Department previous to the preparation of the Estimates in each year respecting the efficiency and general conduct of each clerk, and that in accordance with these reports the salary of each clerk should be advanced, retarded or reduced, it being the opinion of the Committee that, to ensure the proper and economic carrying on of the Public Service, these increases of salary should be regarded as rewards for diligent and careful performance of duty, and should not be given as a matter of course in all cases. On the other hand, where the nature and amount of the work performed appear to authorize it, an amount greater than the statutory increase might fairly be allowed, if so recommended by the chief clerk and Deputy Head. In fact each clerk should be made to feel that his future was entirely in his own hands, and that, while by diligent and faithful service he might rapidly rise in salary and position, by neglect or indifferent performance of duty he would forfeit all claims to promotion and even become liable to dismissal if such promotion was not obtained within a reasonable time. Vacancies should invariably be filled by members of the office. Filling the higher positions with outsiders creates and fosters a feeling of discontent amongst the servants of the Government, tends to relaxation of effort, and has a demoralizing effect which is injurious to the careful and economic management of the business of the country.

#### SUPERANNUATION.

##### *Provision for Widows and Orphans.*

Your Committee are of opinion that these two should be combined. The present system of superannuation is satisfactory so far as it goes, but many members feel it to be a grievance that they should be compelled to subscribe to a fund, the chances of enjoying the benefits of which are as seven to one, and that, after contributing to it for the whole term of their service, they should never reap the slightest advantage from it. All would, however, be quite satisfied to pay even an increased amount, provided they could see that their widows and children were to derive some

benefit from their self-denial. Your Committee would, therefore, suggest that, in addition to the present system of superannuation, a scheme should be prepared, having this object in view, and presented for consideration.

First, the Province of Quebec scheme. Under this, on the death of an employé, a sum equivalent to one-half of the amount of the pension to which he would have been entitled had he then been superannuated, shall be given to his widow for life, and be continued after her decease until the youngest child is of the age of 18 years.

Such a provision as this does not meet every case, and is beneficial principally in the cases of men dying who would be entitled to a large superannuation allowance, and who leave a widow with a family of young children, a circumstance of rare occurrence. It would be of little use to men who had grown grey in the Service, and whose widows would probably be of nearly equal age, and of no benefit whatever to a widower dying and leaving, possibly, a family of daughters over the age of 18, totally unprovided for. It would also be of slight advantage in the cases of employés in the enjoyment of moderate salaries and of average terms of service. A man entering at the age of 20 and dying at 30, while in receipt of a salary of \$1,200 would have been entitled to a pension of \$240, and his widow and young family would receive an annuity of \$120, a totally inadequate provision, and if he died before he became entitled to a superannuation allowance, they would get nothing at all.

The second scheme is that now in operation in the Bank of Montreal. By this every man contributes, according to the age of himself and his wife, for an annuity of \$200 to be given to his widow for life, and after her death to be continued until the youngest child is of the age of 21 years. A man aged 30, for instance, with a wife of the age of 25, pays the sum of \$35 per annum, and may contribute for a double, treble or quadruple amount of annuity.

The drawback here appears to be, that a man might contribute for a great number of years, and yet if he survived his wife, or left no children under age, no benefit whatever would accrue to him.

The third scheme, which has one advantage over the other two, inasmuch as the money is available, not only for a man's widow and children, but for mother and sisters, or any other near relative dependent upon him during his lifetime, is that of life insurance. By a system prepared by Professor Cherriman, the cost of life insurance would decrease from 20 to 25 per cent. below current rates, and the Government might be found willing to follow the system now in operation in the London and Westminster Bank, whereby an employé is obliged to deposit a policy of insurance on his life for £200, and on his death the bank provides, by way of further remuneration, another sum of £200, so that, irrespective of the time he has been serving, his widow receives the sum of £400. If this scheme were adopted it would be advisable to double the amount, which, at 7 per cent., would yield an income of \$280, or an annuity might be purchased of a larger amount.

There is, however, no doubt that there would be grave difficulties in adapting a system of this kind to the service as it now stands. Many men are old, others out of health, and it might be found impossible for them to insure their lives except at rates that would be ruinous.

Your Committee are therefore of opinion that the scheme to be adopted should embrace the best points of all the above, and should be made suitable to the present condition of the Service. They would, therefore, recommend that something like the following should be adopted:

During the first five years 5 per cent. should be deducted from all salaries, during the next five years 4 per cent. should be deducted, and after that 3 per cent. should be deducted. That the system of superannuation should go on as at present, but if a man should die during the first ten years of service at a salary less than \$1,200, his widow and children should receive an annuity of not less than \$200. If his salary should be over \$1,200 they should receive an annuity of not less than \$300. Should he die after ten and under twenty years service, the amounts should be increased to \$300 and \$400; if his period of service were over twenty years and under thirty

years, the amounts should be increased to \$400 and \$500; always provided that these annuities should never be less than 50 per cent. of the amount the employé would have been entitled to receive as superannuation allowance had he been pensioned at the date of his death, or of the pension he was actually receiving should his death occur after he was placed on the retired list; and such annuity might be increased to the full amount of such allowance should the particular circumstances of the case commend themselves to the Government.

It is quite apparent that, unless some further provision were made, the same objections would apply to the above scheme as to that now in operation in the Province of Quebec, namely, that an employé who had spent a life time in the Service would probably leave no children under the age of 18 years, and that therefore they would enjoy the annuity only so long as the mother survived, and that if the father died a widower they would not enjoy it at all. It is, therefore, further recommended that while the benefits of the scheme might properly cease in the cases of boys arriving at the age of 18 years, it ought to be continued to the daughters without regard to age, so long as they remain unmarried; and it is with this view that the Committee have recommended the deduction of so large a percentage from the salaries of the employes.

2943. With reference to the three first topics, viz: Classification of Clerks; Increases of Salaries; Promotions—the views expressed in the memorandum which you have handed in have reference to your own Department only. Have you been directed to express their views on this topic, namely, as regards the Service generally?—I have not.

MR. ROBERT SINCLAIR, representative of the clerks of the Indian Branch of the Department of Interior, examined:—

*By the Chairman:*

2944. Will you please to state your position in the Indian Department, how long you have been in the Service and held your present position?—I am accountant of the Indian Department; have been  $21\frac{1}{2}$  years in the Service and 7 years in my present position.

2945. You have been elected at a meeting of the clerks in your Department of the rank of 1st class and under, to convey their views on the topics submitted for your consideration before this Commission?—I have.

2946. First, as respects the classification of clerks, will you please state what their views are?—The clerks of the Indian Department have nothing to urge against the present classification of clerks in the Service, so far as the Indian Department is concerned.

2947. The second topic is that of increase of salaries. What are your views in regard to it?—The opinion is that after two years' probationary service the salaries of the clerks should be increased from \$400 to \$600, the minimum salary being fixed at \$400, and the annual increase of \$50 being given as at present. It is also the opinion that a first-class clerk should receive an annual increase of \$75 per annum, and that any of the increases should be withheld on account of bad conduct on the part of the clerk. It is likewise considered that on promotion from class to class the increase of salary should be \$100,

2948. Then as regards promotion, will you please state your views in regard thereto?—It is considered that if a probationary clerk's conduct has been satisfactory during his two years of probation, he should then pass into the third class in which he should serve five years, then becoming eligible for the junior second class. After five years of service he would then pass into the senior second, and so after a further period into the first class. But in no class should a clerk be promoted without the certificate of the Deputy Head of his Department that he is worthy of promotion; and if from any cause promotion is withheld then the clerk should be officially notified of the fact.

The clerks of the Indian Department would like to see that bar to promotion which is at present presented by the overlapping of the senior second and first class, removed: They think that the maximum salary of one class should not be greater than the minimum salary of the class next above it: They think also that when vacancies occur in the higher classes, an effort should be made to fill such vacancies from the ranks beneath, in the same Department, failing which a successor should be sought in some other Department of the Service, and that, unless it should be found impossible to procure a person with the necessary qualifications for the vacant position in the Service, an appointment should not be made from without.

They also desire to add, that while a proper attention to duty should secure for a clerk his annual increase of salary, that both assiduity and *increased efficiency* should be taken into account when considering the question of his promotion.

2949. What are your views on the question of superannuation?—It is believed that the present rate of deduction is all that they could desire, as are also the rates at which retiring allowances are paid. The clerks desire however to say that they would like to see a change in the term of service which should render an officer liable to superannuation as a matter of right. It is thought that 30 years service should entitle an officer to claim superannuation, provided always that he has attained the age of 60 years. And also that when an officer has attained the age of 65 superannuation should follow as a matter of course. It is also thought that in the event of an officer dying before he has partaken of the benefits of superannuation, some equitable arrangement should be made for paying some portion of the sum which he had contributed to the fund to his family.

2950. Have you devised any scheme for making provision for the widows and orphans of deceased civil servants?—No, we have not; but we have expressed a very general desire to submit to any further reasonable deduction to accomplish that end; and we would like, if such a scheme should ever come into force, that any individual clerk should have the privilege of paying a higher rate at his own option in order to secure an increased amount of annuity. There would be no objection with this object in view to a further abatement from salaries of 2 per cent.

2951. Have you been directed to convey any further suggestions on the five topics upon which your views are solicited beyond what you have already stated, and as respects the Service generally?—No; not further than I have already stated.

The Commission adjourned at 6 p. m.

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SATURDAY, 4th Dec., 1880.

Mr. H. FISSIAULT, of the Department of Railways and Canals, examined:—

*By the Chairman:—*

2952. What is your position in your Department; how long have you held it; and how long have you been in the Service?—My position is that of a first class clerk, and am called Law Clerk; I have been in the Service in that position since June, 1860.

2953. Have you been deputed to represent the clerks of your office before this Commission?—Yes.

2954. Will you be good enough to state the views of the clerks of your Department on the subjects mentioned in the circular?—I will do so by reading the following memorandum:

#### MEMORANDUM OF THE CLERKS OF THE DEPARTMENT OF RAILWAYS AND CANALS IN REFERENCE TO:

##### 1. Classification of Clerks.

I have been requested to state that it is their opinion and desire:—

1st. That a theoretical list or *tabular statement* should be made indicating the several branches of the Department, the class or rank of officers and clerks required

on the *permanent staff* in each branch, the duties and responsibilities of each official, and the maximum salary attached to each situation.

This statement, or list, should be remodeled from time to time, as the exigencies of the Service might require.

2nd. That in order to secure the services of efficient and competent men, all candidates for admission in any branch (except the chief of any branch wherein such chief must necessarily be a person possessing special *professional* or scientific qualifications,) besides the examination they may be subjected to under the law, should first be employed *on probation* for a period not exceeding (3) three months, during which time they might receive a salary at the rate of \$1.50 per day.

That if any such candidate be found incompetent or otherwise disqualified, he should cease to be employed at any time during this first period of his probation.

That if he be found competent and qualified in all respects to form part of the Service at a future time, and if his services are required for a longer period, he may then be allowed, under Order in Council, to *continue his probation* for a further period of (12) twelve months, but that he should then be paid \$2 per day.

3rd. That if a *vacancy* happens in any branch which he is found duly qualified to join, *during his probation*, he should, under an Order in Council, enter first in the lower grade of such branch, provided room is left by the promotion *in rotation* of other clerks in that branch.

That if *no vacancy* occurs in that interval he may be further *continued on probation*, under an Order in Council, for another period of (12) twelve months, on same terms.

4th. The very low salary of \$400 to \$650 per annum (as fixed by the Canada Civil Service Act, 1868,) attached to the services of third class clerks, leads to the assumption that the Act must have contemplated the services of such persons as have rather, if I may so call it, manual labor to perform than duties that require some learning. In this Department (if we except the messengers) no such labor is required from any of the clerks. All copies and similar works are done generally by extra clerks, who, in addition, are oftentimes required to make extracts, prepare statements, &c., and other works requiring capacities that cannot be expected from third class clerks, as contemplated by the present law. No third class clerks, therefore, as assumed to be contemplated by the Act, being required in this Department, there should be only three distinct classes of clerks, viz: The first, second (without sub-divisions) and the third class, and that the salaries should be as follows:

Class.	Minimum Salary for 1st year.	With a yearly increase of:	Until he reaches the maximum of:
3rd class.....	\$750	\$50	\$1,000
2nd ".....	1,100	75	1,400
1st ".....	1,500	100	2,000
Messengers.....	400	40	600
Chief Messengers.....	.....	.....	650

5th. That no appointment should be made of a person merely on the ground of *special attainments* when such a qualification is not indispensable for the performance of the duties assigned to the situation to which such person is proposed to be appointed; nor unless, if such qualification be necessary, such person has previously been submitted to a special examination, and the establishment of such an office has been previously sanctioned by Parliament.

6th. That no clerk should be required to do any *extra work* after the established office hours or during any statutory holiday, without an extra allowance being granted



him for such extra work; nor should any clerk be required to do any extra work over and above his ordinary and defined duties, if such extra work should interfere with the fulfilment of such ordinary and defined duties.

7th. A branch that might be styled "*General Service Branch*" should be established, having a chief, a first or principal assistant and some permanent clerks; the chief of this branch should supervise the temporary or probationary clerks, and see that all sessional or periodical works, extra works, copies, &c., &c., be done in a systematical and proper manner, and without interference with the regular service of any other branch.

8th. In the law clerk's office, an assistant and clerks should be *permanently* attached to the Service.

9th. Some persons, whose salaries are paid out of appropriations for works under the control of this Department, although they are constantly employed at the seat of Government at Ottawa, are deprived of the benefit of the annual increase of salaries, and of the benefits of the superannuation, for this reason: that they are not on the permanent list of clerks, although their duties are somewhat similar to those of the clerks attached to the inside staff. They should be placed on the same footing as the clerks in the inside staff of the Department.

In reference to:

### 2nd. *Increases of Salaries.*

I am desired to state that:—

1st. Clerks should be entitled to the annual increases up to the maximum of their class as a matter of right and not of favor, and should not be deprived therefrom, except for good and valuable reasons which should be made known to the interested party.

2nd. In order to obviate any misinterpretation as to certain clauses in the Civil Service Act respecting increases, it should be distinctly stated therein that clerks promoted to any class at a salary above the minimum of that class shall receive the annual increase after one year's service, from and after the first day of the quarter next succeeding the date of the Order in Council granting such increase or promotion, and will not have to wait until, by efflux of time, they would, under the Act, have been entitled to an increase above the amount fixed by such Order in Council.

As to

### 3rd. *Promotions.*

I am desired to state that:—

1st. Promotions should be a reward for merit and competency, and not a favor.

2nd. With the exception of such situations as must necessarily be filled by persons possessing professional or scientific qualifications in any other class, if a vacancy occurs, it should be filled by one of the clerks attached to the branch wherein such vacancy occurs (unless, of course, such vacancy be in the lower grade of that branch), on the report of the Head of the Department that such clerk is fully competent and eligible in all respects for the situation, and that *in preference to all outsiders*.

3rd. If, in any branch, the only title of a clerk for promotion to a vacant situation be that of length of service or rank, and not that of merit and competency, the Head of the Department, on a special report to that effect from his Deputy Head, *but not otherwise*, shall appoint another clerk of even a lower grade in the same branch (provided such clerk, holding a lower grade, be otherwise in all respects better qualified, fit and eligible than the clerk of a higher rank) to fill the vacancy.

4th. In the following branches of the Department, viz., the corresponding branch, the accountant's, law clerk's, photographer's and the general service branches, besides the chief, one of the clerks should be appointed under an Order in Council as assistant or principal clerk, on the recommendation of the chief of the branch, and that of the Deputy Head, as being the most eligible for the situation. He should supervise the work and officials under him, and should render himself fit and competent to replace his chief when absent, at least in all matters of *routine*; and, if competent

and qualified, he should have preference over outsiders for promotion, in case of death or retirement of his chief.

5th. Promotions to continue to take place at any period of the Service as at present.

*4th. Superannuation.*

1st. Superannuation should be so arranged as to combine superannuation and insurance.

2nd. Clerks would consent that the deductions from their salaries be increased up to 5 per cent. if required; or, if deemed better, the combined abatements might be fixed as follows—

For the 1st period of five years at 5 per cent.					
“ 2nd “ “ “ “ 4 “					
“ 3rd “ “ “ “ 3 “					

3rd. Clerks asking for superannuation at the age of 60 years may claim it as a matter of right.

*5th. Provision for Widows and Orphans.*

The suggestion made in relation to superannuation provides for this.

2955. What you recommend then in regard to the classification or grading of the clerks in your Department is, that there should be 1st probationary clerks, first, second and third class clerks besides the grade above that of chief clerk?—Yes; that is the case.

2956. Have you any other suggestion to make with reference to the Service generally beyond what is stated in your memorandum?—I have not received instructions to make any other suggestions.

MR. A. GOBEL, representative of the clerks of the Public Works Department, examined:—

*By the Chairman:*

2957. What is your position in your Department, and how long have you been in it, and in the Service?—I have been 10 years in the Service; am now first clerk of the correspondence and am acting law clerk; have been in my present position two years.

2958. Have you been deputed to represent your fellow-clerks before the Commission?—I have.

2959. Be good enough to state the views of your Department on the subject of classification of clerks?—First, as to probationary clerks, it is the opinion that before an appointment is made to the lowest class, the intended incumbent should be placed on probation for at least three months, at a salary of not less than \$500 per annum. At the end of that time the confirmation of the appointment should depend on the favorable report of the Deputy Minister as to his uniform good conduct and ability to perform his duties. When appointed, his three months service as a probationary clerk should count in his favor. But if no vacancy should exist he might, with the consent of the Minister, be continued till a vacancy did occur.

As to classification according to the salaries, it is the opinion of the clerks of our Department that there should be three classes, first, second and third; the third class to commence at \$500 per annum, increasing to \$800; the second class beginning at \$800 and rising to \$1,200; and the first rising from \$1,200 to \$1,800. The reason for making the third class begin at \$500 is that it is thought that the present salary accorded on entering to third class clerks is not sufficient. It is also considered that there is no work in the Department which is not worth more than \$400 per annum. As for the 2nd class, the change is suggested to get rid of the anomaly which exists at present, of the maximum of the senior second class being higher than the minimum of the

first class, the minimum of the first class being \$1,200 and the maximum of the senior second class being \$1,400 at present.

It is also our opinion, that extra clerks who, as such, have been employed on duties falling under the head of permanent work, should, at the end of six months performance of such duties, be entitled to be made permanent, and should be classified according to the nature and importance of the service performed. There are extra clerks, some of long standing in the Service as such, who while performing important duties of a permanent and indispensable nature, are deprived of the benefits accruing to permanent employes of really inferior position, and, in too many cases, of inferior ability; and who, in the event of sickness or accident interfering with the occupancy by them of their present precarious positions, would, of course, under existing circumstances, be beyond the provisions in favor of permanent officials. The bettering of the position of those employes could be effected, without additional expense, by transferring the payment of their salaries from the "Appropriations" to the "Civil List."

It is also our opinion, that in the cases of officers who have already served a term of years in the employ of Government without having been classified, due consideration should be given, when permanently appointing them to particular classes, to their length of service; and such service should count as though such officers had begun at the minimum of the particular Service or branch to which they belong.

It is also considered, fifth, that, as in the Department of Public Works, where the services are required of professional men, such as engineers, architects, law clerks and draughtsmen, recognized as such, whose education has been obtained at considerable expense, incurred before they could attain positions and remuneration for their services, it seems only just that they should be allowed higher rates of classification and remuneration than ordinary clerks appointed fresh from school or college. This provision, however, should not apply to parties employed on temporary surveying work, such as levellers, rodmen, chain-bearers and picket men. On entering the Service, professional men should serve a probationary term of three months, which, on their permanent appointment, should count in their favor. The lowest rate of pay allowed such officers at the time of their engagement should be that of the minimum of the second class, viz.: \$800; and their permanent appointments should, as in the cases of other probationaries, depend upon the report of the Deputy Minister. It seems desirable, however, that with regard to positions which call for the possession by the appointees of special and acknowledged past practical experience, the Minister should be empowered, under the provisions of any Act which may be passed in respect to the Civil Service, to appoint such persons to higher or special grades or classes, at such higher remuneration as their acknowledged qualifications may justify.

2960. Please state the opinion of your fellow clerks on the subject of increase of salary?—1st. We are of opinion that the increases to be provided for the respective classes should be as follows:—third class, \$75 per annum until the maximum of \$800 be arrived at; second class, \$100 per annum up to \$1,200, the maximum; first class, \$50 per annum till the maximum of \$1,800 is reached. Such increase to be continuous from year to year, and be consequent upon ability, application to duty and good behavior. Should any clerk be deprived of the annual increase, the reason for withholding it should be placed on record in the Department in which he is employed.

2nd. In the case of a person being appointed from outside to any class, or to any particular position in a class, at a salary greater than the minimum attached to that class, then such appointee shall serve the same length of time in that class as if he had been appointed at the minimum salary attached thereto (unless there be some special reason for a quick promotion, which should be stated).

2961. Pray state next their views held as to promotion in the Service?—We are of opinion that, 1st—Promotion should be consequent, largely, upon the possession by the individual promoted of merit and ability; and too much consideration should not be given to mere length of service.

2nd. Should a vacancy occur, in *any* class, through death, resignation or dismissal, or by the creation of an office, and that no officer of the class in which such vacancy has occurred be accessible or competent for the position, then, should a clerk of a lower grade be qualified to perform the duties, he should be appointed to the vacancy and should not be obliged to serve longer in said lower or any intermediate class.

3rd. Vacancies should not be filled by the appointment of outsiders, except in cases where professional knowledge is required, or where there are no employés in the Department available for the position, or competent to fulfil the duties required.

4th. A better class of work, or one likely to lead to rapid promotion, should not be given to a junior when it is capable of being performed by a senior in the same class—otherwise the advancement of the junior member of the class would be accomplished at the expense of a senior, possessed, perhaps, of equal or superior ability.

5th. When promotion results from the possession of special qualifications, such qualifications should be duly stated and recorded.

2962. Will you next state the opinions of your clerks on the subject of superannuation and a provision for widows and orphans?—1st. We are of opinion that the term of service anterior to permanent appointment should count for superannuation.

2nd. It is also considered that increased contributions, on the basis of what is known as the "Quebec Scheme," should be made to the fund, in order to provide for the payment of an annuity, or bulk sum, to the widows, until after marriage, and to the orphans until they shall have attained a certain age, or to the dependent female relatives, of such employés as die before reaching the age at which they would have become entitled to the receipt of superannuation allowance, and for the continuance of the allowance to the widows, until after marriage, and to the orphans, until they reach the age of years, of superannuated employés. If an employé die after, say 30 years of service, some adequate provision should be made for the relief of his widow and orphans, or dependent female relatives, in return for the large amount contributed by him to the fund.

3rd. That every employé in the Service should contribute to the fund in question.

4th. That each employé after three months service should contribute to the fund.

2963. The suggestions made by you relate exclusively to your own Department; have you been directed to convey anything concerning the Service generally?—No; I have not.

Lieut.-Colonel STUART, representative of the staff of the Governor General's office, examined:—

*By the Chairman:*

2964. Please state your position in your Department; how long you have held it, and what is your present position?—I am first class clerk in the Governor General's secretary's office; have been 14 years and 9 months in the Service, and in my present office 1 year and 9 months, previously serving in the Militia Department.

2965. Have you been deputed by your fellow clerks to convey their views before this Commission?—I have; and will read a memorandum, as follows:—

MEMORANDUM.

*Classification of Clerks.*

1. (The staff of the Governor General's Secretary's office have not made any suggestions on this topic.)

*Increase of Salaries.*

2. That the Statutory increase, at the rate of \$50 per annum, is apparently equitable enough to those in receipt of salaries up to \$1,000 per annum, but that those receiving higher rates should not receive less than \$100 per annum increase.

*Promotion in the Service.*

3. Should be by seniority, unless in cases of inefficiency.

Such an incentive, if thoroughly understood to be the rule, would benefit the Service in every way. Whereas, now, no man is sure of promotion, as vacancies when they do occur, may be, and are, constantly filled by outsiders.

*Superannuation.*

4. To take place at the age of 60 (optional).

A clerk arriving at that age to be allowed to avail himself of it, but should a clerk desire to remain another five years, or less, and was considered mentally and physically fit, then to be in the power of the authorities to renew the term for that time.

But superannuation to be compulsory at 65 years of age, and make room for others.

There should be no deduction from salaries on account of superannuation. The Government to assume the burden as in England.

*Provision for Widows and Orphans.*

5. The Government to initiate an Insurance Society for the Civil Service, and all members of the Civil Service to be compelled to insure their lives for the benefit of their families.

The cost of insuring to be a deduction from the salaries. The amount of insurance to be a matter of consideration.

2966. Does the memorandum which you have handed in relate to the Service generally; and if you have been directed to make any further suggestions than what are in it, please to state them?—They do relate to the Service generally. I have not been instructed to make any other observations.

Mr. H. ALEXANDER, of the Privy Council, examined:—

2967. Will you please to state your position in the Service, how long you have held it, and been in the Service?—I am a first class clerk of the Privy Council Office; have been nearly 25 years in the Service; have been in my present position six months.

2968. You have been elected a deputy by your fellow clerks to represent them before this Commission?—I have.

2969. What are your views with reference to the present classification of clerks in the Service?—On the whole it is considered that the present classification, according to the Civil Service Act, is acceptable in the main. The clerks of the Privy Council, however, venture to suggest that a higher classification be given them to compensate them in a measure for their extra attendance, and for the strictly confidential nature of the duties they are required to perform. They have no certain nor fixed hours. We are liable to attend, as we generally do, on Statutory holidays, and on the Saturday half holidays, which is generally enjoyed by the other Departments of the Public Service. It is computed that we give 500 hours extra service, or 83 official working days of 6 hours each during the year.

2970. Please give the views of your constituents on the subject of increase of salary?—The present annual increase of \$50 per annum is considered on the whole satisfactory. It was considered that the minimum salary on entering the Service shall be \$500; and that there should be a term of probation of from three to six months for all persons appointed by the Service in the lower grades.

2971. State the views of your fellow clerks on the subject of promotion in the Service?—Our view on that head should be by seniority, other things being equal;

but superior merit should have determining weight on the question of promotion. It is also considered that promotion should be conferred to the Department in which a vacancy occurs, where it is at all practicable.

2972. Pray give the views of the clerks as to the present system of superannuation?—There is no objection to paying the present rate of abatement, and the opinion is that the amount of the abatement paid in should not be wholly lost to the family of the employé in case of death while on active service.

2973. Have your fellow clerks been able to form any scheme for the relief of widows and orphans, which they would recommend to the Commission?—We prefer an annuity something after the plan adopted in the Province of Quebec, to an insurance scheme. A further abatement of 2 per cent. would be cheerfully paid to provide a fund for widows and orphans.

2974. Have you been instructed to offer any other views on the topics mentioned either for your own Department or the Service generally?—No; I have not.

Mr. B. SULTE, of the Militia Department, examined:—

*By the Chairman;*

2975. How long have you been in the Service and held your present position?—I have been 10 years in my present position and 13 years in the Service.

2976. You have been elected to represent your fellow clerks in this Commission?—I have.

2977. Will you please state your views on the first subject, that of classification of clerks?—We are of opinion that a less number of classes in the lower grades of the Service would enable chief clerks to distribute the work more efficiently. The class to be suppressed would in particular be the junior second class; but it would be considered best if the classes of clerks below the ranks of chief clerk were confined to first, second and third class.

2978. The next subject is that for the increase of salaries, what are your views in relation to it?—Considering that 28 years is now required to get from the lower grades to the first class it is thought that that period could be reduced to one-half with benefit to the Service. The pay of the lower grades, second and third class, is considered too small. It is considered by the clerks in the lower grades that the salary to begin with should be not less than \$800.

2979. What is the opinion of your Department in regard to promotion in the Service?—It is thought that seniority should, as a rule, govern promotion.

2980. What views do your fellow clerks entertain with regard to superannuation as that system is now administered?—We are in favor of the existing order of things, as it is considered that Government should have some means of dispensing with those who have become unfit for service.

2981. Have your fellow-clerks been able to formulate any views as to a practicable scheme of relief for widows and orphans of deceased civil servants?—Our clerks all agree that there should be some scheme by which the members of the Civil Service should derive their proper share of the advantage which the system gives the Government; and with that view they are ready to contribute to the necessary fund. The idea would be to procure a pension for the widow, and in case the widow should marry again the pension to revert to the children, if any, up to the age of 18 years.

2982. The views which you have been directed to convey relate exclusively to your own Department and not to the Service generally?—Our views as to the annuity for widows would, of course, apply to the whole Service.

The Commission adjourned at 6 p.m.

MONDAY, 6th December, 1880.

Mr. WILLIAM STEIL PETTEGREW, representative of the clerks of the Marine and Fisheries Department, examined:—

2983. Please to state your position in the Department; how long you have held it, and been in your present position?—I am a senior second-class clerk; have been in that class for seven years and a half; and in the Service about nine years.

2984. Have you been elected by your fellow clerks in your Department to represent them before this Commission?—I have; and will submit their views in the following memorandum:—

MEMORANDUM.

*Classification.*

Experience has proved that the classification of clerks, as given in the Civil Service Act, 1868, is unsatisfactory. The provision by which a clerk shall enter the Civil Service as a probationary at \$300 a year, is in a great measure ignored. In the Department of Marine and Fisheries there has been no such clerk for the past nine years. Extra clerks have been, from time to time, employed temporarily, and from amongst these, selections have been made for permanent employment. But it has happened that extra clerks employed at similar work performed by third class clerks have received higher pay than the first year's third class clerks; and, not infrequently, a higher rate than the maximum salary of that class.

The entrance salary to the third class is felt to be too low. This will be apparent when it is considered that the prices for the necessaries of life are much higher than when the Act was passed.

The plan by which the second class is divided into two, might well be dispensed with, as it appears to have nothing to recommend it.

The anomaly which exists of a senior second class clerk being higher than the minimum of a first class clerk is unaccountable, and it is to be hoped that that provision will be abolished.

It is the opinion of those I represent that when extra clerks are employed they should not receive a higher rate of pay than the lowest paid permanent clerk. In some special cases, where technical or professional acquirements are rendered necessary, a deviation from this rule would have to be made.

But before the permanent appointment of any man, he should first serve, say a year, as an extra, to prove his capacity and adaptability to the requirements of the office; and, moreover, be furnished with a certificate from the Board of Civil Service Commissioners—an independent body which might be permanently established—setting forth that the candidate is possessed of the requisite education, either ordinary, or ordinary and technical, as the case may be.

It is believed that there should be but three classes of clerks, viz.:—First, second and third, exclusive of staff appointments, embracing one chief clerk and as many principal clerks as necessary, arranged in the following manner:—

*Third class clerks*, beginning with a salary of not less than \$500 per annum, and increasing by \$50 per annum until the maximum \$900, is reached.

*Second class clerks*, beginning with a salary of not less than \$1,000 per annum, and increasing by \$50 per annum until the maximum \$1,500, is reached.

*First class clerks*, beginning with a salary of not less than \$1,600 per annum, and increasing by \$50 per annum until the maximum \$2,000, is reached.

While dealing with the subject of classification of clerks, it is felt that it cannot well be dissociated from the idea of classification of work. The two should be co-ordinate. In every Department there are kinds of work between which distinct lines can be drawn. Firstly (to begin at the bottom), there is the transcribing and keeping of papers; secondly, work requiring the man of method and arrangement, who is endowed with average intellectual powers, and with those qualities which belong to one of good business habits; and thirdly, work which can only be done by

the man of ability, energy and sound judgment—the ready writer and clear reasoner.

As some Departments differ very much from others in point of quality of the work—some Departments being occupied with a greater proportion of inferior or routine work than others—it is suggested that in any theoretical organization which might be devised, the classification of the workers may be placed, as far as possible, on a par with the classification of the work.

#### *Increases of Salary.*

The operation of the present system of yearly increase is, upon the whole, satisfactory. The civil servant's anticipation that he will obtain an increase, however small, to his salary at the end of the year, adds a zest to the performance of his duty. It might be mentioned that in the Imperial Service the yearly increment has been equal to about \$50 for the lowest grade, \$75 for the second, and \$100 for the first grade, and in some cases much higher. In the Canadian Service it is \$50 for all grades.

What is sought by those I represent is that the maximum of the first class of clerks be permanently increased by \$200, the maximum of the second class by \$100, and the maximum of the third class by \$200.

#### *Promotion in the Service.*

The question as to whether promotion should be by seniority or merit should be solved by basing promotion upon the unity of both seniority and merit, it being first clearly proved, upon sufficient trial, that the senior clerk in the class below is quite qualified to perform the higher work in the higher class, on a vacancy occurring, and that his assiduity justifies the appointment. These conditions failing, recourse should be had to the immediate junior in the Department of the person to be passed over, and so on until a suitable person is found.

#### *Superannuation.*

This is a subject about which there is a great variety of opinion, considerable misconception and almost universal dissatisfaction.

The preamble to the Superannuation Act narrates that "Whereas, for the better ensuring efficiency and economy in the Civil Service of Canada, it is expedient to provide for the retirement therefrom, on equitable terms, of persons who, from age or infirmity, cannot properly perform the duties assigned to them."

At the time the Superannuation Act was passed, there were a great many persons high in the Service who had attained an old age, and, in many cases, were incompetent fully to discharge their duties, but whom it would have been hard to have thrown on the world without any provision. By retiring them with an allowance from the abatements made under the Act, the Government not only effected a large saving of salaries, but were enabled to have men in the prime of life efficiently able to perform the work required. Had the country provided a sum sufficient to meet these first retiring allowances, and had had an account kept of its expenditure, separate from the abatement account, it would not have been necessary for the Government to apply year after year for a sum to supplement the fund created by the abatements. Had the institution of the Civil Service and the Superannuation Act been contemporaneous, the abatements would probably have furnished a fund far more than sufficient to meet all proper demands. The contemplation, therefore, of the Superannuation Act by the retiring of the aged and infirm Civil servants (who would pay but little into the fund) *on equitable terms* with those who had their whole career of service before them and consequent yearly abatement to submit to, does not appear to have been fulfilled. It is far from being equitable. The system appears to be radically wrong, and should be abolished. It is felt that the great majority of Civil servants would much prefer investing the amounts taken from their salaries in life insurance, or in securing an annuity which would benefit their widows and orphans.



No corresponding benefit can be had under the present system, because a man may pay superannuation tax for thirty years, and, dying, leave no interest in his payments to his widow.

It has been suggested that the civil servant should be paid a net amount which, with a deferred sum of the Government could retain sufficient to meet retiring allowances, which together would represent the value of the civil servant's services.

It is also held that the maximum salary in the various classes is the normal price the country is prepared to pay for the performance of certain work, and that the incidental saving while the incumbent is in progress of increasing from the minimum, will more than counterbalance what would be expended upon his retiring allowance. In the case of fixed amounts of salary, the Government generally reserve the power to revise the amount upon the entry of a new incumbent.

Whether either of these doctrines is correct or not, it is nevertheless believed that in almost all long established constitutional States where the science of government has been made a study, it has been found wise and expedient to provide a salary and a retiring allowance combined as equivalent to the civil servant for his life's best services.

*Provision for Widows and Orphans.*

It is the unanimous opinion that a fair provision should be instituted for the widows and orphans of deceased civil servants in the shape of annuities. All have expressed their desire to submit to a further abatement from their salaries to secure this end on as equitable a scheme as can be found, should the abolition of the superannuation fund be not conceded. The benefit to be derived should be conferred on the widow during her lifetime, or until her re-marriage, and on either of these contingencies happening, on the minor children up to such age as might be agreed upon.

— — —

Mr. J. N. DESLAURIER, representative of the Messengers, examined :—

*By the Chairman :*

2985. You are one of the Messengers in the Service and represent the others so employed to present their views before this Commission?—I am.

2986. Will you please to state generally what you have been directed to convey to the Commission?—The Messengers complain that at present they are in receipt of only \$500 at most per annum. They think that justice should be done them by granting them an annual increase of \$40 till the salary should reach the sum of \$600 per annum. After a service of 20 years, with the approval of the Deputy Heads of the Departments, they think themselves entitled to look for a salary of \$700, so that their superannuation, when it took place, would be of some worth to them. It is also the opinion that when a Messenger enters the Service his salary should be \$300 only if he is an unmarried man, and if a married man, the stipend should be \$400. We are also of opinion that the Chief Messengers of each Department, having more responsibility, should have a more liberal rate of pay than others, in order to remunerate them for their extra work and to preserve the discipline of the Messengers' service. We also are of opinion that the Departmental Messengers should be placed on the same footing as to salary as the Messengers of the Senate and House of Commons, particularly as our duties are continuous throughout the year, and theirs continue only for the session. After a Messenger dies in the Service, not having been superannuated, it is considered that the payments he has made to the superannuation fund should be paid over to his widow and orphans. All Messengers would be willing to pay a little more to the fund if any allowance was made for their widows and orphans.

2987. Please state the number of hours each day that you are on duty—when you begin and end the day's work?—Frequently we are on duty from 7 a.m. to 8, 9 and 10 p.m., according as we are required. We are always supposed to be at the call of the Heads of the Department. I may add that Messengers consider that the cost

of living has in many ways increased since the time their present salaries were fixed. Many of the Messengers find it quite impossible to live on their salaries, and have to do extra work out of office hours in order to support their families and keep out of debt.

Mr. W. D. LESUEUR, examined personally:—

*By the Chairman:*

2988. Have you given much consideration to the subject of first appointment and promotion in the Service; if so, will you please to state your views?—As an officer of long standing in the Public Service, I have given a good deal of consideration to the question of first appointments, and am strongly of opinion that it is important to adopt some measure for the improvement of the standard of ability in the Service; and I know of no way in which this can better be done, than by the institution of a serious qualifying examination, as an essential preliminary to appointment. The deficiencies of some men appointed to the Service, under the present system, are of a very glaring kind, and such as any examination worthy of the name could not fail to detect. I consider that the examinations should be particularly thorough in regard to practical arithmetic, and practical knowledge of the English language. If adequate education in these two subjects could be always secured, the clerks who obtained their appointments, after examination, would always be able to render satisfactory service up to a certain point, and would probably be found sufficient for all the ordinary work of the Departments.

As to promotion: I am of opinion that it should be distinctly based upon the advancing efficiency of the clerk, and that where there is no advance in this respect there should be no promotion beyond the class in which the clerk may be found. By increase of efficiency, I may explain myself as meaning increase in knowledge of the work to be done, and in readiness in the performance of it.

*By Mr. Brunel:*

2989. How would you determine who should be admitted to the qualifying examinations to which you refer?—I should propose that any one who desired to render himself eligible for appointment to the Public Service, so far as this preliminary was concerned, should have access to the examinations.

2990. How then would you make a selection for appointment from those who passed the standard?—I have never thought it of any great importance that the present system of nomination should be changed, though I am quite sensible of the advantages which the system of competitive examinations affords.

*By the Chairman:*

2991. If political patronage were eliminated when the first appointments are made do you believe that a better class of men would be found for the Service?—A better class by far than under the present system; but I would hesitate to say that the mere withdrawal of all political influence upon nominations would yield much better results than the present system of nomination, if coupled with such an examination as I have in view. My impression is that the spirit of routine would be stronger in a Service composed of men appointed by competition, than in a Service into which the political element enters to the extent of securing nominations for thoroughly qualified persons. The Service as at present seems to me to have, as it were, more numerous points of contact with the outside world, and therefore to feel the influence of public opinion more fully and directly than if it were organized as a distinct class, as it would be if the competitive system were fully established.

2992. What has been your experience in the Service with reference to the exercise of political patronage in making appointments or promotion in the service?—So far, as this has operated to withdraw higher appointments from the reach of men who have spent years in the Service in the expectation of finally rising to positions which might serve as a reward for their labors, the effect has been depressing, and I may even say demoralizing. To a certain extent it has worked in this way, and it is also

believed to have influenced minor changes in the positions of men in the Service, with the result of causing a sense of injustice that has been very detrimental to the interests of the Service and to the public.

2993. Does it not occur to you that the continuance of political patronage in making appointments, would involve its continuance in depriving those already in the Service of the promotion to which they are entitled by qualification?—I think, of course, that it would always act as a more or less disturbing influence; but the evil, I am inclined to think, is at present a diminishing one, and might, even under present arrangements, modified as I have suggested, be greatly reduced. My impression is that the men who had passed what I have called a serious qualifying examination, would themselves be men of a certain amount of energy and self-reliance, and less likely therefore to make appeal to outside influences to assist them in rising in the Service. The experience of the Departments has, I believe, been, that political pressure is chiefly brought to bear in connection with men whose own merits do not single them out for rapid, if for any, advancement. Under the proposed system there would be less of that relation of dependence of the nominee upon his political patron than there is at present, and the tone of the Service would be healthier.

2994. You state that the evil which you complain of is at present a diminishing one. Is not that an accidental circumstance, and more or less a lottery—and that the energy or capacity on the part of those in the Service could not control the appointment of outsiders which you state has such an injurious and demoralizing effect?—Whether the circumstance alluded to is an accidental result or not I cannot very confidently say; but I have myself been disposed hitherto to attribute it to a certain improvement in public opinion, coupled with the extreme publicity which is apt to be given to any glaring act of favoritism.

*By Mr. Tilton:*

2995. Do you not think a proper qualifying examination, coupled with a probationary service, would, in all probability, secure as an efficient civil servant as if the selection of such servant was the result of an examination, competitive in its character?—My opinion in regard to the two systems is this: that the competitive system would probably yield a slightly higher average of scholastic attainment; but that the present system, coupled with a proper qualifying examination, would give fully as efficient a Service.

*By Mr. Brunel:*

2996. Adverting to your answer to a previous question, will you be good enough to state your reasons for thinking that a Service, recruited by political nomination, "would have more numerous points of contact with public opinion" than it would have if recruited by open competition?—I am a little at a loss to answer that question, but my feeling in the matter has been that a Service selected by competition would, after the system had had full time to produce its effects, become more separate, as a class, from the community at large than a Service organized as at present, and would gather traditions and rules which it might be extremely hard to break through, even under pressure of a political demand.

The Commission adjourned at 6 p.m.

#### THE LOWER PROVINCES.

The following is the evidence taken by the Committee appointed to visit the public offices of St. John, Moncton and Halifax:—

##### CUSTOMS.

HALIFAX, 13th December, 1880.

*Present:*—D. McInnes, W. R. Mingaye and E. J. Barbeau.

Evidence of Wm. Ross, Collector of Customs:—

2997. You are Collector for the Port of Halifax; will you kindly state how long you have been in the Service, and in your present position?—Since 1st November, 1874.

2998. How are the officers in your office appointed?—By Government, through the recommendation of Members of Parliament.

2999. When once clerks are appointed are you obliged to retain them whether fit for their duties or not, and have you any power to have them removed for want of fitness?—I am obliged to retain them whether they are fit or not; I have no power to remove them.

3000. Have clerks been appointed to your office who are not capable of performing the duties assigned to them?—Yes; but only one.

3001. Are the clerks or employés of your office classified or graded, or are they designated only by their duties?—They are simply designated by their duties.

3002. What would you consider the best age for first appointments to your office?—About 24.

3003. Have you considered the question of the best method of making first appointments; if so, will you please to make such suggestions as may have occurred to you on this subject?—I consider that competitive examination would be a great improvement on the present system.

3004. Before whom should such examination be held—the examination to have reference to the duties to be performed by the candidate?—Before a Board of Civil Service Commissioners, who would be entirely free from political influence.

3005. Have you considered how promotions and increases of salary should be made?—For two causes, viz.: time of service and merit. I mean by this, good conduct and ability for the position.

3006. Would you consider that all candidates on first entrance should serve a period of probation before being permanently appointed?—Yes.

3007. What, in your opinion, is the effect upon those already in the Service, of conferring the higher appointments on outsiders?—Very discouraging; as employés see no reward for merit and capacity for duty.

3008. Have you a larger number than is required for the efficient performance of the duties and work of the office?—No.

3009. If proper attention was given to the qualification and fitness of the employés on first appointment, could not the work of the office be as efficiently carried on with a smaller number?—There could be a small reduction.

3010. Have you any work done in your office such as transhipment of goods by railway or otherwise, which does not appear in your regular reports?—Yes; large amounts.

3011. Have you any employés who, from age, ill health, or any other cause, are unfit for the efficient discharge of their duties?—I think the work of my office would be more efficiently performed if there were in it a larger number of younger men.

3012. Please state whether any regular official record is kept of the manner in which the employés perform their duties?—No.

3013. Have you any officers or clerks in your office doing the same duties but paid different salaries?—Yes.

3014. Please state the various classes of entries for duty you allow to be passed?—There are three: ex-ship, ex-warehouse and sight entries.

3015. Do you keep a book in which all sight entries are entered, and the date of their being cancelled recorded?—Yes.

3016. How many receiving or sufferance warehouses have you in your port?—Five.

3017. How many bonding warehouses have you at your port?—Thirty-nine.

3018. Do you find that the revenue is efficiently protected in these bonding warehouses, or any frauds have been committed, please state them?—No fraud has been committed; but if there were Government warehouses the staff could be considerably reduced.

3019. Under the present Customs laws no goods can be taken ex-warehouse where the duty does not amount to twenty dollars; are applications made by the merchants of Halifax for permission to export goods ex-warehouse for a smaller limit; would it, in your opinion, be practicable to grant the facilities asked for without inconvenience

or risk to the revenue?—For export alone, I would recommend the limit to be lowered to four dollars; this would greatly benefit the trade of Halifax with Newfoundland and British West Indies, to which ports I would confine this privilege.

320. When goods are delivered at any of your warehouses on a written warrant, is any check made upon such delivery by any inside officer to see that the proper regulations have been complied with?—The lockers return the warrants endorsed as having delivered the goods mentioned therein; if anything is incorrect the locker reports at once to the surveyor or chief warehouse clerk.

321. How often do you require the stock in your warehouses to be taken?—Every quarter.

322. Who has the custody of the keys of the several warehouses in your port, and is any person detailed to take charge of them at night?—They are in sole control of the surveyor and placed in his office at night.

323. Have goods ever been taken out of your bonded-warehouses before entry passed and duties paid? Or have any been lost or stolen during the past four years?—Not to my knowledge.

324. What system have you of forwarding goods by rail or vessel "in bond"?—That which is entailed by the regulations of the Department.

325. Has your surveyor the sole conduct of the Outside Service?—Yes. I never like to interfere with the Outside Service except through the surveyor.

326. Do the warehouse keepers, landing waiters and other outside officers report direct to the surveyor; and is he answerable for the due performance of their duties?—The lockers, the landing waiters and the tide waiters are directly under the orders of the surveyor, and responsible to him under my supervision.

327. Does the surveyor furnish you at the end of each quarter with a detailed statement of all goods remaining on hand, with number of packages, quantities and values in each particular warehouse?—I get such a statement from the chief warehouse clerk, and keep a separate book for that purpose.

328. Does the inspector of ports, when inspecting your office, make a general supervision of all your warehouses and compare the balances with the warehouse books of the office?—He takes stock occasionally, and at uncertain times.

329. Do you think that any of your employés are either under paid or over paid?—There are inequalities, and I do not consider any of them over paid. In fact many of them are under paid in comparison with other ports, as will be seen by the statement I now hand in.

Average salaries at the following ports:—

	Salaries.	Average.
Toronto, 53 Employés.....	\$42,750 00	\$806 00
Hamilton, 19 " .....	17,393 00	915 00
Montreal, 94 " .....	78,069 00	830 00
Quebec, 44 " .....	35,556 00	808 00
St. John, N.B., 55 " .....	43,108 00	783 00
Halifax, 68 " .....	50,779 00	745 00
<hr/>		
Toronto receives per head over Halifax .....	\$ 61 00	
Hamilton " " .....	170 00	
Montreal " " .....	85 00	
Quebec " " .....	63 00	
St. John " " .....	38 00	

330. How is the discipline of your office and what penalty do you impose for breaches thereof?—The discipline is fair. I have sometimes to suspend. This means loss of pay until reinstatement and acts very favorably in maintaining discipline.

331. Do you keep an attendance book for the employés; if so, does it work satisfactorily?—Yes.

3032. Do you remit daily the cash receipts from all sources to the Receiver General?—I deposit in the Bank of Montreal daily to my own credit, as collector. I remit therefrom to the Receiver General every fiscal week. On the last day of the month I remit in full for all sources of revenue, which corresponds with the monthly cash account sent by me to the Department.

3033. Is the manner of keeping your accounts left to yourself; and does the inspector, or any other person direct any changes to be adopted from time to time?—The manner of keeping my accounts is left entirely to myself.

3034. Are the books and forms used in your office supplied from the Department at Ottawa?—We get our books and forms from Ottawa. Some are prepared according to our suggestion.

3035. Have there been any defalcations committed in your office. If so please state the nature thereof?—There has been only one of a very trifling character; and the clerk was dismissed.

3036. Do you see that the surety bonds required of any of your officers, in case of death or insolvency, are renewed?—Yes.

3037. Who is the registrar of shipping and measuring surveyor of your port, and how are they paid for their services?—The registrar is one of the officers of this port, paid by a salary, and he has a clerk to assist him. The measuring surveyor is an outsider, appointed by Government, and paid by fees from the ship owners.

3038. The statistics of the business of this port are at present prepared here. If they were prepared at Ottawa, from the duplicates of the original entries and other documents forwarded weekly to Ottawa, could not the business of this port be conducted with a less number of clerks?—The abolition of the statistical office here would allow me to dispense with three clerks. These clerks now keep all the statistical books and prepare all the returns of the port.

3039. How many out-ports have you attached to your port; and are any of them warehousing ports?—We have five out-ports. None of them have warehouses.

3040. What system do you adopt in checking them?—They make returns to me for sick mariners' fund. The duties collected are very small and are easily checked. If I were to allow Customs duties to be paid at these out-ports to any extent, it would lead to frauds on the revenue by under-valuation and otherwise.

3041. Will you please state what fees, perquisites or other emoluments, if any, you receive, from any source whatsoever outside your regular salary?—Nothing else but for bills of health, which amounts to about ten dollars a year.

3042. The object for which the Commission has been appointed having been explained to you will you please to make such other suggestions as may occur to you and not elicited in the course of your examination?

(In reply, Mr. Ross submitted subsequently the following statement.)

CUSTOM HOUSE,  
HALIFAX, N.S., 15th December, 1880.

GENTLEMEN,—In addition to the questions answered by me before you, I desire to add the following statements:—

The compiling of all statistical returns at Ottawa, means an increase of staff at headquarters, while it would reduce the number of clerks at the various ports throughout the Dominion. It would, however, compel merchants to increase the number of their entries, such as duplicate copies of Export Entries, Nos. 48 and 48½, Reports Inwards and Outwards, Nos. 6 and 7, etc., etc.

Entries are here posted before being mailed, so if errors in classification, rates of duty, or calculations are made, they are generally corrected before entries are mailed.

The quarterly warehouse returns are checked and compared with warehouse books, and with daily register of for and ex-warehouse entries. So if any errors arise from reversing entries, as for instance, calling gin whiskey or whiskey rum, or in posting a for-warehouse entry as ex-warehouse, the discovery is made and cor-

rected here. These errors might not be discovered at Ottawa for a considerable period, and when found out, would, perhaps, involve a long and tedious correspondence in explaining how they occurred.

Having already explained the low salaries paid at the port compared with others, where less labour is performed and smaller collections are made, I may state that Halifax is the third port of the Dominion, coming, as it does, next to Toronto in collections, and from the month of November till May the arrivals from foreign ports, and the departures for the same, are more than those of the whole Dominion united during that period. The statement marked A, hereto annexed, gives the list of steamers and sailing vessels, with their tonnage for the period mentioned of 1879 and 1880.

Besides these arrivals there is the usual number of coasting vessels arriving from and departing to ports within this Province, extending over a coast of 600 miles.

All this requires the regular attendance of tide-waiters and landing-waiters and other outside officers. The general imports of the Province of New Brunswick from Great Britain are all landed here and sent in transit from this port, necessitating a staff of waiters at the railway depot. This proves that our winter is a season of extra labor to the Customs officials, and that while at other more favored ports the Customs have a semi-holiday, *we* are kept busy.

Statement marked B gives the cargoes of sugar and molasses imported here from 12th January, 1880, to date. The molasses is all gauged and warehoused, and the sugar is all graded, weighed and warehoused here, when it is intended to be forwarded by removal entries to other Provinces. Thus, while the collection of the duties is made for the most part in other ports, the mental and manual labor is all performed here.

With the outline of these facts placed before you, is it not high time that Halifax should be placed in respect of salaries on the same footing with St. John, Quebec, Montreal, Hamilton, &c., as I am positive, that taking the annual service performed, the individual work done here will be found to be equal to if not greater than that in any of the foregoing ports.

Taking the statistics branch alone, Statement C shows the unfair difference between Halifax and St. John, when our work from the nature of our imports and our varied export trade with Newfoundland and the West Indies is much larger than at any other port in the Dominion.

In ports doing less business than Halifax, there are two chief appraisers; I have only one here, the others are merely assistant appraisers. It would be a great improvement if we had an appraiser of hardware and West India produce. One of the assistant appraisers is a very competent person for that duty from his training in the hardware trade and from his general business knowledge.

The present Civil Service Act, I respectfully submit, is defective in some points, confining as it does the Inside Service, so called, to the employés at Ottawa, whose grading and promotions are made according to years of service. Why the clerks in the general Custom houses are not so graded and salaries increased is somewhat inconsistent with the general sense upon which this Act should be founded. What hope is there here for reward for faithful service, devotion to duty and general capacity? This being confined, as far as the Customs service is concerned, to the favored few at Ottawa. Custom clerks when appointed should come in at the foot of the list as junior clerks, the promotions coming from the ranks of those long in service and having shown general ability for the duty to be performed. It is most discouraging at times to see appointments made to positions and salaries where there are deserving clerks whose time of service and good conduct fairly entitle them to look for promotion.

The great object should be, promotion by merit, length of service, competency for duty and general good conduct.

Under the present system these count for nothing, and even the hope of future reward or promotion must not be hopefully cherished. In my judgment the efficiency of the Service is materially weakened by the present mode, both of appointments and promotions, and until this great defect is remedied, the public cannot look for that

satisfaction from the Customs Service which they have a right to expect. Before I finish my remarks on this head, I may add that I have ascertained that under the Postal Service and at the Halifax Post Office there is a regular annual increase of salary to all the clerks. Why is this extended to that branch of the Service and denied to the Customs? It is felt to be a great injustice and discriminating against the Customs employes.

The remitting, daily, of all collections from every source to credit of Receiver-General cannot be done without an assistant cashier. From 2 till 4 o'clock is the busiest time of the day in passing ex-warehouse and export entries, etc. The banks close sharp at 3 o'clock, while the cashier requires till 4 o'clock to get his money all sorted and counted. The cash is deposited each morning, for the chief clerk counting the money and preparing bank slip for remittance to the Receiver-General, according to the general practice and directions received.

When often from 150 to 180 entries are passed daily, the one cashier could not stop his work to prepare bank deposits: as it is, he is quite busy, and, considering his long service, considerably underpaid.

If the statement has been made by the surveyor that the number of bonds was not marked on the goods, I have to state that warehouse bond bears the same number as the entry, and the practice is to mark ship, date and number on each package.

You cannot have failed to observe that the building occupied by the Customs Department, Post Office and other branches of the Public Service is over-crowded, and the position of officers very much disarranged. The appraisers' examining warehouse is a small, inconvenient building, ill adapted for that purpose, and situated at a considerable distance from the Customs House.

The gaugers and proof office is also a rented building, and is also some distance from the Custom House. The landing waiters are placed at the very top of the building, in the fourth story, and the public having access to them must climb up four flights of stairs to their offices.

This also applies to my statistical clerks as well.

The only commissioned officers at this port are the surveyor, the landing waiters, the outpost officers and myself, and no bonds are asked or given by the cashier or any of the clerks. The chief clerk, at least, should be a commissioned officer.

In the general working of this Department, the surveyor has charge of the Outside Service, landing waiters, tide waiters, boatmen and lockers, as well as his clerks being directly under his control and subject to my supervision through him.

This, with the proper visiting of warehouses, ships in port, in a port like this, will occupy most of his time.

In my own absence, and under my authority, the chief clerk acts for me and superintends the Inside Service in long room, warehouse, department, etc., as he understands the general working of this service better than any one else.

In the general working of the Customs, the great aim should be uniformity, using the same forms for similar purposes all over the Dominion.

When a decision is given affecting one port, the information should be given to the collectors generally throughout the Dominion, as the same questions may come up in other ports at a future day. For instance, I have received a letter giving the rates of commission allowed from West Indies, on which I will act, but the same information should be given to several other ports in this and the other Provinces. Departmental decisions should be made general and sent to all ports for guidance and instruction.

I submit these general remarks, not with the hope that all will be adopted, but that there may be something in them worthy of some consideration.

I have the honor to be, gentlemen,

Your obedient servant,

W. ROSS, *Collector.*

To the Civil Service Commissioners,  
etc.                    etc.,                    etc.



## A.

Statement showing the number, &c., of steamers arriving at the Port of Halifax, from foreign ports, during the following periods:—

	Steamers.	Tons.
1879—November.....	29 ...	42,980
December.....	25 ...	34,318
1880—January.....	28 ...	42,752
February.....	22 ...	32,842
March.....	30 ...	48,395
April.....	36 ...	52,416
Total.....	170	253,703

STATEMENT showing the number, &c., of sailing vessels arriving at the Port of Halifax, from foreign ports, during the following periods:—

1879.	Ships.	Barques.	Brigs.	Brigantines.	Schooners.	Tons.
November	1	3	0	16	43	8,808
December	0	1	0	15	25	5,095
1880.						
January	0	2	0	20	17	6,125
February	0	2	0	12	12	4,842
March	0	6	0	15	20	7,152
April	1	9	3	27	27	14,137
Total.....	2	23	3	105	144	46,159

CUSTOM HOUSE,  
PORT OF HALIFAX, December 14th, 1880.

## B.

*Molasses* entered for warehouse at the Port of Halifax, between the 1st January and 15th December, 1880. 73 cargoes.

Puncheons.	Tierces.	Brls	Gallons.	\$
10,561	711	1,143	1,149,617	296,107

*Sugar*, entered for warehouse at the Port of Halifax, between the 1st January and 15th December, 1880. 127 cargoes.

Hhds.	Tierces.	Brls.	Bags.	Lbs.	\$
13,422	400	4,058	3,536	22,287,791	837,751

The above refers only to what has been regularly warehoused, nearly 5,500 packages have been landed and re-shipped in transit to the United States and Montreal.

## C.

STATEMENT showing the excess of salaries in the Statistical Office at St. John, N.B., over those of the same office at Halifax.

ST. JOHN, N.B.		HALIFAX, N.S.	
Names of Officials.	Salary.	Names of Officials.	Salary.
Vrandanberg.....	\$1,200	E. Withers.....	\$ 800
Clauson.....	1,000	T. Caldwell.....	700
Snider .....	700	E. Inglis.....	600
Total.....	\$2,900		\$2,100

Showing an excess of salary in favor of St. John, as compared with Halifax, of \$800.

CUSTOM HOUSE,  
HALIFAX, December 14, 1880.

HALIFAX, 13th December, 1880.

Evidence of WM. H. HILL, Chief Clerk of Customs, Port of Halifax:—

3043. Will you kindly state your present position in the Service, how long you have had it and been in the Service?—My present position is chief clerk. I have been in the Service since 1865, and in the same position.

3044. What are your particular duties as chief clerk?—I represent the collector when he is absent; and all matters are referred to me connected with the inside working of the office. I do not interfere with the duties of the surveyor. I keep a cash book and ledger. I also keep an aggregate book of goods entered for and ex-warehouse, which is a check upon the warehouse book and the statistical returns. I check these with my book at the end of every month: and at the end of each quarter, the statistical returns, my book and the warehouse book are also checked, before the quarterly returns are sent to Ottawa. I make out all the returns sent from this office to Ottawa, with the exception of the statistic returns, that is to say, the monthly account current, the contingent accounts, the canteen refund statement in connection with the garrison, and I also attend to the docketing of letters and other papers.

3045. Do you check the cashier's book of receipts for duties and otherwise daily, and what means have you of insuring the correctness of the amounts shown?—I do not check the cashier's book every day; but do so occasionally. I have nothing to do with seeing to the correctness of the entries. I trust to the surveyor for that.

3046. The cashier, you state, daily sends in to the collector a statement of all sums of money received and entered in the cash book, for duties or otherwise. Would it not be a more perfect cheque if the surveyor were required to initial as correct this amount before it was handed to the collector?—Yes, doubtless.

3047. Do you give security to the Government or collector for the proper discharge of your duties, or does the cashier do so?—I give no security; the cashier does not either.

3048. Who deposits the moneys received in the bank, and in what bank?—The collector does, and in the Bank of Montreal.

3049. Do you consider that the work of the office is done efficiently and economically, or can you recommend any change in the mode of doing it?—I think the work is done both efficiently and economically.

3050. Do you consider that the officers and clerks of the port are paid in proportion to the work and service done by them?—I think that some are not sufficiently paid while others may be overpaid.

3051. Is the work of the clerks so proportioned that the most difficult is done by those holding the highest position, and receiving the largest salaries?—No. This seems to be one of the anomalies of the Service.

HALIFAX, 13th December, 1880.

Evidence of JOSEPH AUSTIN, Surveyor, Port of Halifax :—

3052. You are Surveyor of Customs. Will you please state how long you have been in the Service, and held your present position?—I have been 38 years in the Service and three years in my present position.

3053. Will you please state the nature of your work and duties as surveyor?—I have the surveillance of the landing and tide waiters, lockers, and all the out-door department.

3054. Are the outside duties done by the outside officers under your control and supervision, and do they report to you only?—They report to me principally, but they do so also to the collector. They are under my control and supervision.

3055. If the outside officers require leave of absence are you consulted by the collector before it is granted?—Yes.

3056. Do you daily check the receipts of all moneys received by the collector for duties or otherwise, and do you show that you have done so by any distinguishing mark?—I check only the moneys received for Customs duties. I do not make any mark to show that this is done.

3057. Do you not consider that it would be more satisfactory that a distinguishing mark should be affixed when the check is made?—Certainly.

3058. Are all the receiving or suffrance and bonding warehouses under your sole control?—Yes.

3059. Do the gaugers and testers report direct to you the result of their work, and is it done under your control?—Yes.

3060. In placing goods in the several bonding warehouses, are the packages contained in each bond kept separate from each other, the bonding number being placed on each?—Yes, except on spirits. On these packages we mark the initial of the vessel, the number of the cask, and the initials of the gauger.

3061. Do the landing waiters and lockers return to you at stated periods all warrants for delivery of goods when such goods have been delivered?—Yes. Previous to delivery I have satisfied myself of the correctness of the warrants, and afterwards, of the delivery.

3062. Do you examine such warrants to see that delivery of goods has not been made without due authority and file them away?—Yes.

3063. Do you daily receive the Government copy of each bill of entry made at your port on the previous day and check the same before being forwarded to the Department at Ottawa?—Yes.

3064. Do you make a quarterly balance sheet of all goods, with the number of packages, quantities and values, remaining in warehouse at the end of each quarter, and hand the same to the collector?—Yes.

3065. Have you any specific written instructions from the Department at Ottawa as to your work and duties as surveyor?—No; I have not, except what is contained in the last book of instructions issued by the Department. But I think my duties would be more satisfactorily performed if I had more copious and specific instructions.

POST OFFICE.

HALIFAX, 14th December, 1880.

Evidence of Hugh W. BLACKADAR, Postmaster of Halifax :—

3066. How long have you held your present position of postmaster, and been in the Service?—I was appointed on the 1st December, 1874, as postmaster.

3067. Is there any classification or grading of clerks or employés in your office, if so, please state what it is?—Yes. Assistant-Postmaster, and second, third and fourth class clerks. Newspaper sorters, street-box collectors and letter carriers are not graded.

3068. How are first appointments made to your office?—By the Department at Ottawa. They are all taken on probation, for periods at the discretion of the Postmaster. These appointments are always made on the recommendation of members of Parliament.

3069. Is there any examination for ascertaining their qualifications before appointment?—None.

3070. What, in your opinion, would be the best method of procuring the best material for your Service, when first appointments are made?—By competitive examination. But so far as my experience goes of the present system, it has worked satisfactorily.

3071. How are promotions and increases of salaries regulated in your office?—Increases of salary are made by the Department, the person to be promoted having to serve a certain number of years in the lower grade, and on my recommendation. I do so only on grounds of merit.

3072. Are appointments to the more highly paid offices made sometimes from outside the Service?—No.

3073. Have you any more men in your office than are needed for the efficient discharge of the work?—I have one more than is needed at present.

3074. Under a changed system of making appointments and promotions do you believe that the work of the office could be as efficiently performed with a smaller number of clerks or other employés?—I believe that under a change of system which would give efficient clerks from the outset, a smaller staff would suffice.

3075. Have you any men who from age, infirmity, or any other cause are not well qualified to perform their several duties?—None.

3076. How long does it usually take for a young man of average abilities to acquire a thorough knowledge of his duties as post office sorting clerk?—Two years in my office would be long enough.

3077. You have already stated you have senior second class clerks, third and fourth class clerks; and the fourth class clerks are delivery clerks and third class sorting clerks, are we to understand that you are of opinion that a delivery clerk if he can do nothing better ought not to rise to a higher class, but that those who are fitted to become sorting clerks by good conduct ought to rise to senior clerks?—I do most decidedly.

3078. If you happened to have in your office any clerks whose capacities were limited to the performance of the duties of the fourth class; would they, under the present system of promotion from length of service, rise in the classes above?—This would not occur in my office, because I would not recommend them for the increase of salary or promotion.

3079. With reference to the discipline of your office, is it such as you can approve, and do you impose any penalties for breaches thereof?—At present I can speak highly of the discipline of my office and the good conduct of my clerks. There have been times, during my time, when I have reported breaches of discipline, when a fine has been imposed by the Department, on my recommendation.

3080. Do you keep an attendance book, and what, in your opinion, is the usefulness of it?—We keep an attendance book. It shows who was on duty at the time mails which contained missing letters were received.

3081. Have there been any defalcations in your office, if so, please state the nature and extent thereof?—About four years ago, a number of registered letters were tampered with, and part of the contents abstracted. The registration clerk who had charge of them was dismissed. The system of dealing with them has been changed since, and no other irregularity has occurred.

3082. What is the present condition of your office, both as to efficiency of staff and organization, and would you recommend any means whereby its efficiency and

economy could be increased and the expenses of management reduced?—I look upon my staff, as I said before, as an efficient one, from the fact of the nominations made on the recommendations of the local members from time to time being well selected. I believe that if lock-drawers for city delivery could be substituted for the open boxes now in use, the staff could be diminished by two or three clerks. Further, if clerks who prove themselves fitted only for the mere routine work of the office, viz., delivery clerks, were always kept at the salary allowed to fourth class clerks, the maximum of which is \$520, there would be greater efficiency and at a less aggregate cost.

14th December, 1880.

Evidence of JOHN D. STORY, Assistant Inspector, Post Office, Halifax:—

3083. Will you please state what is your position in the Service, how long you have held it, and been in the Service?—I have held my present position since 1st June, 1875, and have been in the Service since 1869.

3084. Will you kindly state generally what your work and duties are?—My own duties are similar to those of the inspector, whom I represent during his absence, and for whom I, at times, travel on duty. The duties of the inspector are to superintend the performance of the postal service throughout Nova Scotia; inspect all the post offices in the division from time to time; make contracts for conveyance of mails, under the authority of the Postmaster General; see that those contracts are faithfully executed; to arrange the days and hours of travel on mail routes; regulate the exchange of mails between post offices; superintend the postal-car service; supply postage stamps and bill stamps to postmasters; furnish postmasters of Money Order Offices, not having bank credits, with funds to meet orders drawn upon them; forward lists and advices of money orders issued in Nova Scotia, or the United Kingdom and Newfoundland to the head money order offices of those countries; establish, transfer and close post offices, under instructions of the Postmaster General; investigate reported losses of and abstractions from letters, and mail irregularities generally, and to do generally what may be required by the Postmaster General.

3085. How many clerks or other employés are there in the Inspector's office, both in the inside and outside?—We have four clerks on the staff of this office, and ten railway mail clerks. We find it necessary to employ one railway mail clerk in the office constantly.

3086. How are they appointed; is there any examination as to their qualification for the duties which they may have to perform?—Usually appointed as temporary clerks, and they become permanent on the report of the inspector. On first appointments, clerks always enter the lowest or fourth class.

3087. Have you considered the question of first appointments to the Service—can you suggest any better method by which the Service would be improved?—I think an entrance examination very desirable. This should be competitive, and before an independent Board, free from political influences.

3088. How are positions regulated in your office, is it by seniority or merit?—Special promotions have been made on merit only; but as a rule they are made by seniority after favourable report of the inspector, as to conduct and efficiency.

3089. Is there in your office routine work of a purely mechanical character, and which is paid for as highly as the more responsible and difficult work, but which might be assigned to a special class whose salaries should not exceed a fixed maximum of say \$500 or \$600?—I can hardly say there is.

3090. Would you recommend a smaller number of grades for inspectors' offices, so that those who have proved their fitness and good conduct will eventually obtain higher salaries, and those who cannot do so remain in a lower class at a smaller salary?—I would.

3091. When inspecting the district under your supervision, have you found any irregularity or defalcation, if so, please state what they have been?—We have had no losses of any consequence since the last few years. In one or two cases where there were defalcations the amounts were returned.

## INLAND REVENUE.

15th December, 1880.

Evidence of ANGUS McLEOD, Collector, Inland Revenue, Halifax:—

3092. What is your position, and how long have you been in the Service?—I have been collector since 1st May, 1879, and have been in the Service since January, 1868.

3093. What is the extent of the division under your charge?—It includes the Counties of Halifax, Colchester, Cumberland, Guysborough, Lunenburg, Hants, Kings and Annapolis.

3094. How many employés have you in your Inside and Outside Service?—Five excise officers, including messenger. In the places I have named the collectors of Customs act for us.

3095. Are you satisfied with the efficiency of your officers, and with the manner in which the outside business of your division is performed by the Customs officers?—Yes, I am.

3096. How many Customs warehouses are used for storing Inland Revenue goods?—Twenty-seven out of fifty-five. We will have our own warehouses by 1st January.

3097. Is it part of your duty to take precautions for preventing illicit manufacturing within your division, and what is the general nature of your proceedings in relation thereto?—It is a part of my duty. On information received of such a thing taking place, I immediately proceed to search and seize if necessary.

3098. How are the officers and employés of your division classed by examination?—One first class; one second class; one third class.

3099. Are the salaries which are paid proportionate to the work and duties performed?—Not exactly. Some get more salary for doing the same work as those who receive less.

3100. If you have two officers in the third class receiving a salary of \$700, and one in the first class receiving the same amount, what benefit arises to an officer from receiving a higher certificate of examination than a lower?—It would entitle the holder of a first class certificate to more rapid promotion.

3101. Have you any special instructions as to testing petroleum directly imported from the United States or elsewhere before delivery?—I have a circular to that effect, but the thing has not been done so far, because I understand the ports of Halifax and St. John are not included in that circular.

3102. Do you visit the outside offices of your division periodically, the bonded warehouse and licensed manufactories?—No, I do not visit the outside offices; but I sometimes visit the warehouses and licensed manufactories.

3103. When was stock last taken of goods in bonding warehouse, and how often is it done?—We take stock at the end of every quarter. The last time was 1st October.

3104. What are the hours of attendance in your office?—From half-past nine to four.

3105. Do your outside officers keep diaries in the manner prescribed by departmental regulations, and what is your opinion of the usefulness of it?—Yes; they all keep diaries. I think it necessary.

3106. What is your system of accounting to the Department at Ottawa for your receipts from all sources, and how often do you remit for the same? I send bank deposit receipts with the entries, and a statement of deposit to Ottawa about three times a week and sometimes oftener.

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 HALIFAX, 15th December, 1880.

Evidence of GEORGE ESSON, jun., District Inspector, Inland Revenue, Halifax:—

3107. Will you please state how long you have been in the Service and held your present position of District Inspector?—I have been District Inspector since 1st June, 1876. Had not been in the Service before.

3108. Do you inspect the whole of the Province of Nova Scotia, and how frequently do you inspect the various offices?—I inspect the whole Province. I inspect Halifax and Pictou every three months on an average; and Yarmouth and Cape Breton once in six months.

3109. In what condition have you found the various offices; have there been any irregularities, defalcations or frauds on the revenue, if so, please state the nature and extent thereof?—Halifax, Yarmouth and Cape Breton have been found satisfactory. Pictou not satisfactory. There have been there defalcations on the part of the two last collectors. This arose from not accounting for the duties collected. This had been going on for about six months as to the last one. The amount embezzled through the first collector was about one thousand dollars, but subsequently recovered. There was also a sum of four hundred and fifty dollars coming from collector of railway lands. This latter amount is not yet paid. As for the second collector, the amount was about seventeen hundred dollars. Good security is held, in shape of a bond for one thousand dollars. The remainder will be a loss. Neither of these men were prosecuted. I also remember a defalcation on the part of the collector of Customs of Port Mulgrave, who acted also as collector for the Inland Revenue, to the amount of six hundred dollars. This amount is secured by judgment to the Government, but not yet paid.

3110. With reference to the securities given—are they the guarantees of the personal friends of the officers, or the bonds of Guarantee Companies; and which, in your opinion, would be the best?—Generally the securities are merchants and friends of the officers, both of which are objectionable in my opinion. I much prefer the bonds of the Guarantee Companies. My experience is that private securities, although good sometimes, very frequently *are not* collected, in consequence of political influence being brought to bear to prevent enforcement in cases of default, whereas the guarantee bonds of companies are independent of political or other patronage.

3111. Have you one or more officers in charge of each of the distilleries, breweries, or tobacco manufactories?—Yes; there is one officer in charge. In smaller manufactories, one officer is in charge of more than one. We have no distilleries working at present. We have five breweries, and four tobacco and one cigar manufactory. We have also four malt-houses.

3112. The duties of the officers placed in charge of these various industries being of an important character, do you see that the duties are faithfully performed, and what check have you over them?—I visit all these establishments periodically, and as often as possible. The officers in charge never know when I come, and I thoroughly examine the books on my visits. I satisfy myself that all raw material going in manufactories is duly accounted for.

3113. Are the officers of your Outside Service first taken on probation before they are permanently appointed, and for how long?—They are now, and for six months.

3114. Do you think the examinations required by your Department, before being permanently appointed, tend to increase the general efficiency of the Service?—I do.

3115. Do you find that those recently appointed on probation, and officers long in the Service, cheerfully undergo the examinations now required, both for the lower and special class ones?—I find that they object, as a rule, to the examination, until they have passed it themselves; but they are in favor of it, after they have passed it successfully.

3116. Do you think it does away with the ill effects of a system where appointments depend upon political patronage only, and not on merit?—It prevents the appointment of a class of men through political influence, who would not make as efficient officers. I think all appointments should be made independent of this influence.

3117. Have such examinations been so far a benefit to your Outside Service that they have prevented persons without the proper education for such a berth from using political patronage in their favor?—Yes; to a great extent.

3118. Would the effect of such persons not attempting to enter your service drive them into trying for positions in a Department where there is no examination on appointment?—Yes; no doubt.

3119. Are there any cases under your inspection where officers have been passed over, by placing persons outside the Service in vacancies they were entitled to by length of service and merit?—Yes; this has taken place.

3120. Has not the passing over of officers who are entitled to promotion an injurious effect on the whole Service?—Yes.

3121. At what age are first appointments made, and what do you consider the best age for candidates on first entering the Service?—A recent appointment to a Collectorship was made, the person being 60 years of age. My opinion is that from 18 to 35 would be a good age for first appointments.

3122. Do you consider that there are more men employed in any of the divisions in your district than are needed for the work?—No. On the contrary, in Halifax, at busy seasons, our staff is over-worked.

3123. Are there, to your knowledge, any who from age, infirmity, or any other cause, are not well fitted for the performance of their work?—No.

3124. Are the goods, bonded under Excise regulations, placed in warehouses separate from Customs goods, or are they, in your district, still kept in the Customs bonding warehouse?—In the majority of cases, they are still in the Customs warehouses.

3125. Have you any regulations as to the particular kind of warehouse required by your Department for a bonding warehouse, and are they carried out?—We have such regulations. They have not as yet been carried out.

3126. Do you think Government or public warehouses for Excise goods, would prevent frauds being committed, and require fewer officers to attend to the receipt and delivery of such goods?—I do not think this would work well in this Province. No doubt it would be a safeguard; but it would be such an inconvenience to the merchants, that it would not be advisable to carry out the idea.

3127. Have there been any frauds on the revenue by the abstraction of bonded goods from any of the private bonding warehouses?—No; but a fraud was committed on ten casks of alcohol in transit between the depot and warehouse. I think these goods should be guarded by an officer from the depot to the warehouse.

3128. What is the reason the Inland Revenue officers at this port do not test all petroleum imported here, but allow it to be done by the Customs officers?—I thought it was done by the Collector of Inland Revenue.

3129. How have you dealt with the stamping of tobacco, snuff and cigar packages under the late Inland Revenue Act, 43 Victoria, cap. 19, which requires every package to be stamped, even to a package of cigarettes?—So far as I know, the law on that point has not been carried out. I thought it applied only to the place where these articles were manufactured. We have received no stamps to enable us to comply with the law. We have instructions not to seize any small unstamped packages until the end of the year.

3130. Do you consider the regulations relative to fish are such as to ensure an efficient inspection?—No; I do not think they are. The size of the pickled herrings should be stated. Two different lots are inspected by different inspectors. The largest and best, whatever their size, are classed number one, although there may be a difference of two or three inches in the size of the fish. The remedy I would suggest would be that a certain size and quality should regulate the number.

3131. Please state the manner in which you inspect the various offices in your district, and what time you generally devote to each office?—I first check the books in the office and see that they agree. I then take a memorandum from the warehouse ledger and go to the warehouse and check the goods in warehouse. The time spent in each division depends altogether on the time that elapses between my inspections and the amount of business transacted. I try and give one month to Halifax, one to Pictou and Cape Breton, and one to Yarmouth. Halifax generally gets two more months than the other divisions, which I devote to carefully checking the breweries, factories, &c.



## MARINE AND FISHERIES.

Mr. H. WENTWORTH JOHNSTON, Agent Department Marine and Fisheries for Nova Scotia, examined:—

3132. Will you please to state your position in the Service, and how long you have held it?—Entered as first-class clerk in Provincial Secretary's office for Nova Scotia, 1863; at date of Confederation was Deputy Secretary and Clerk of the Executive Council; in 1878 was appointed to my present office.

3133. Will you please state the nature of the work and duties which you have to perform?—Have general charge and supervision of all the lighthouses, fog-whistles, buoys, signal stations, humane establishments, life-boat stations. 2nd. Dominion steamers, marine hospitals, shipwrecked and distressed seamen. Although there is a separate Fisheries Office, I have charge of all the expenditure connected with fisheries and fish-breeding in Nova Scotia; also, have the whole charge of the expenditure connected with the examination of masters and mates for the Dominion, and generally have supervision of all matter coming under control of the Marine and Fisheries for this Province. A very large number of wreck returns, amounting to one hundred each year, are filled in and forwarded by me to the Department at Ottawa. There are in Nova Scotia 122 lighthouses, 10 steam fog-whistles, 1 fog-bell station, 3 fog-gun stations, 1 lightship, 8 automatic signal buoys, 6 large iron bell buoys, 341 iron can, wooden can and spar buoys, 7 life-boat stations, 3 humane establishments, 6 stationary beacons, 3 marine hospitals.

3134. Please state the number of employes both in your Inside and Outside Services?—In the Inside Service there are four; in the Outside Service, besides the crews of steamers, there are in round numbers about 160. Of those in the Inside, three are on the superannuation list; and in Outside, all the light-keepers, fog-whistle engineers and superintendents of St. Paul and Sable Islands.

3135. How are the appointments made in both Services?—All the officers on the superannuation list are appointed from Ottawa, crews of vessels are left to the selection of the captain; Sable Island staff are under my control, and St. Paul superintendent has control of his own men.

3136. Have you given any consideration to the question of appointment and promotion in the Service?—I have formed an opinion on the subject, which is that appointments ought to be independent of politics, and promotion by seniority and merit, provided there is no reason against it.

3137. Would your opinion be in favor of examination before entrance, coupled with a period of probation before appointment?—Entirely so.

3138. What would you consider the best age for candidates entering the Service?—Between 18 and 25 years.

3139. Do you consider that there are too many men employed, that is, more than are needed for the work?—No; on the contrary, in the lighthouses I think an increase of numbers or pay might be made under certain circumstances.

3140. Are there any who are not well fitted to perform their work, from old age, infirmity, or from any other cause?—No.

3141. In what manner are the supplies of stores procured for the Department?—Now the chief supplies are obtained by tender and contract, and awarded to the lowest tenderer.

3142. What is your system for giving out supplies of stores to the various services requiring them, and what check have you over them?—Each lighthouse-keeper is required to send in a quarterly return, showing the stores on hand on the beginning of the quarter, the expenditure during the three months, and the balance on hand at the end of the quarter; these are checked with the supplies sent by the Superintendent of Lighthouses, who also makes a personal inspection of each lighthouse at least once during the year. Articles required for the Dominion steamers, such as provisions, ship chandlery, engine-room stores, are supplied on the requisition of the captain of the steamer, such requisition being in the first signed by the

officers in their respective departments of such steamships, as per forms supplied by me.

3143. The object for which the Commission has been appointed having been explained to you, if you have any suggestion to offer for the improvement of the Service, will you have the goodness to convey them?—I am not aware of any.

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#### WEIGHTS AND MEASURES.

HALIFAX, 16th December, 1880.

R. M. KING, Inspector of Weights and Measures examined:—

3144. You are the Inspector of Weights and Measures; how long have you been in that position?—I was appointed the 14th August, 1879.

3145. What is the extent of the district under your inspection?—I have five counties in my division, viz.: Halifax, Hants, Kings, Lunenburg and Guysborough. There are four divisions altogether in this Province, viz.: Sydney, Pictou, Yarmouth, and my own.

3146. How many officers have you in your division?—Two; myself and an assistant.

3147. Are you enabled to do the work of your division efficiently?—In the space of one year I have done about half the work to be performed, and expect to complete it within the time stipulated by law. I can say it has been done efficiently.

3148. How is the work divided between you and your assistant?—He works wholly under my direction, and attends generally to the outside. I have gone with him to large towns, so as to intelligently introduce the inspection, and so far it has gone on fairly.

3149. What are your working hours?—Our office is opened not later than half-past nine until five.

3150. With reference to the condition in which you find scales, weights and measures—please state if you have to condemn many, and what is done with those that you condemn?—I have condemned a number of scales of inferior make, some of them being new. I find that few weights require to be rejected, they are adjusted when untrue. As to measures, I have to say the wine and Winchester standards have been in general use here. I have had some difficulty in getting people to replace them by the new standards; but must say I have had, and am having, fair progress without resorting to force. Rejected scales are returned to the owners with caution not to use them; but they are marked in such a way as to show they are condemned. This, I believe, should be done.

3151. Is the Weights and Measures Act generally approved by the trade and by the public?—I can say it is generally accepted with little complaint by intelligent and honest traders.

3152. If you have any suggestion to make for the improvement of the system in any way, please to convey them?—There is a matter of details connected with the efficient working of my Department, which I may be permitted to mention. I have found by experience that traders were exposed to considerable loss of time in finding out persons to bore weights, so as to enable me to introduce lead for adjustment and stamping. I have, on my own authority, remedied this by providing at my expense a drill, lead and other tools, so that this unavoidable work may be done in my office. This, I find, gives general satisfaction, by expediting my inspection of weights, without entailing, to interested parties, any extra expense or delay. I think that if inspectors were furnished with the necessary apparatus for this, it would certainly conduce to the more satisfactory carrying out of the law. I may say that I furnish my assistant with the needful to do in their rounds what is done in the office.

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 DOMINION AUDITOR.

Mr. SYDENHAM HOWE, Dominion Auditor, examined:—

3153. You are Dominion Auditor for Nova Scotia; will you please to state how long you have held that position and been in the Service?—Yes; have held it since February, 1870, and been in the Service about nineteen years.

3154. What is the nature of the work and duties which you have to perform?—The bank receipts for all revenues, including money orders, are sent to me. The cheques drawn by the Marine and Fisheries and a portion by the Assistant Receiver-General, viz., the coupons, are countersigned by me. All the Assistant Receiver-General's cheques pass through my books, and all the cheques issued at Ottawa by the Auditor-General and Deputy Minister of Finance also pass through my books. All statements of bank accounts are sent to me, they average from 15 to 30 per week, more or less. All those statements have to be checked, and, in case of error, corrected. From the different cheques, receipts and bank statements we make up about 15 returns for Ottawa. We pay coupons of debentures issued by the Province of Nova Scotia before Confederation twice a year, amounting in the aggregate to \$25,000 per half year and 995 coupons, which takes up so much of our time the regular work has to be done at night. We have also paid off any of the above debentures as they became due, defacing them, in all to \$500,000; also, in connection with Assistant Receiver-General, I have also destroyed nearly the whole issue of old provincial notes. I am also Secretary to the Board of Management of the Dominion Building, and do all the work required.

3155. What disposition do you make of the interest coupons on the debentures to which you have alluded?—We keep a book in which every coupon, number, amount and date of payment is entered. When they are presented for payment, we fill a form of requisition for the holders thereof, and make all the calculations for interest from sterling to currency. It is then taken to the Assistant Receiver-General for payment and the cheque presented to me to be countersigned before payment. We then enter in a book full particulars of payment.

3156. Is the business and work of your office increasing, if so please state how it is?—Increasing. Applications for payments, advances, &c., for last fiscal year, 3977, as against 3800, although other work has been taken away from this office. As to receipts, in this week there are 155, some of which have from six to twelve endorsements.

3157. How many assistants have you in your office, and what rank do they bear in the Service?—Two; one has been here since 1867, the other five years; they are not classified, but are on the superannuation list; neither am I classified, and we all think it a hardship that we are so ranked that we cannot be benefitted by increase of pay or otherwise as the members of the Civil Service at Ottawa.

3158. Are you responsible to the Auditor-General at Ottawa or to the Department of Finance?—I am instructed in writing by the Deputy Minister of Finance that I belong to his Department, and am under his sole control.

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 ST. JOHN, N.B.—CUSTOMS.

St. John, 18th December, 1880.

Mr. JAS. R. RUEL, Collector of Customs, St. John, examined:—

3159. As Collector of this port, how long have you been here and what is your length of service?—I have been Collector here 10 years last October.

3160. How are the officers and collectors at your port appointed?—They are appointed by the Department in the usual way.

3161. According to the list of officers and employés there are 51—which includes 4 sub-collectors and 1 preventive officer, also 3 supplementary clerks and 2 boatmen. Do all these pay superannuation tax, and are they all appointed in the same

way?—The last five are not on the permanent staff, but they pay superannuation tax.

3162. Are you obliged to retain all the officers and employés when once appointed, whether capable of performing the duties assigned or not?—Yes; I am obliged to do so.

3163. Have appointments been made of men not well fitted for their work?—Not at this port—they are all fairly well fitted.

3164. Is there any classification of clerks in your office, or are they designated merely by their duties?—The chief clerk is appointed such by the Department, and all the others are called clerks in their letters of appointment without any designation of rank.

3165. Do the clerks get yearly increments of salary systematically on report of good conduct from you?—Not as a system, but additions to salaries of some have been made from time to time on my report to the Minister for the time being.

3166. What would you consider the best age for clerks or other employés for first appointments to your office?—For clerks, not younger than 18 or older than 25 years. For outside officers, such as tide-waiters, lockers and waiters and searchers, not younger than 25 and not older than 40 years.

3167. Have you considered the best method of making first appointments and promotions; if so, will you please to make such suggestions as have occurred to you on this subject?—I think it would be desirable to change the present system of appointments to the Service, and leave it in the hands of some independent authority whereby all political bias may be excluded; and as to promotion, to go according to length of service and merit only.

3168. Would you approve of a system of examination for ascertaining the qualifications of candidates before entrance, and a period of probation before being permanently appointed?—I would decidedly approve of some system of examination whereby the qualifications of the candidate can be ascertained, based upon a period of probation of six to twelve months' service.

3169. At what salaries do the clerks first enter your office?—Between \$300 and \$500.

3170. As to the number of clerks or other employés at present in your service, have you a larger number than is required for the efficient performance of the work?—I have quite sufficient number to carry on the work, and I have not too many, as at present constituted, for the efficient discharge of the duties of the office.

3171. With an examination as to the qualifications of clerks before entrance and a period of probation before appointment, could not the work of the office be sufficiently carried on with a smaller number than at present?—Yes; I am of opinion that it could.

3172. Have you any clerks or other employés who, from age, ill-health, want of capacity or any other cause, are not well fitted for the efficient discharge of their duties?—Yes; I have some.

3173. At what age do you consider officers in the Inside Service, and at what age officers in the Outside Service, ought to be compelled to be placed on the superannuation list?—In the Inside Service at 65 years; in the Outside Service at the same age.

3174. Is there any official record kept of the manner in which the clerks or other employés in your service perform their duties?—There is an attendance book kept here in which all the clerks in the Inside Service sign their names daily on arrival, with the hour of arrival, also the time of leaving, which book is brought up to me in the morning at nine o'clock. The hours of attendance are from nine to three. The tide-surveyor and the superintendent of lockers also keep attendance books of their respective subordinates which is submitted to me from time to time. I have also a distribution sheet which is laid on my table every morning, showing the work done by each outside officer.

3175. As to the salaries which are paid, are they proportionate to the work, or have you any clerks or other employés doing the same work at different rates of pay?

—Yes; I have, at different rates of pay, but fairly proportioned to the work done. There are some exceptions.

3176. Who has charge of your bonding warehouses, and what check have you as collector on the receipts in and delivery out of the same?—The superintendent of warehouses, under my immediate control, who checks the lockers in such warehouses, and the warehouse keepers check all the lockers returns, and furnishes data to the statistical clerk who makes up the return for the quarter to the Government.

3177. Who has charge of all goods not placed in bonding warehouses, and are delivered on payment of duty, by free entry, or by removal under railway manifest or otherwise?—Goods on arrival by vessel have a tide-waiter placed in charge by the tide-surveyor, who reports to the landing surveyor, and I consider that the landing surveyor is answerable for the due delivery of all goods arriving, so that they are either delivered for bonding purposes (when they go out of his control) or are also delivered by warrant on dutiable or free entry, on removal *in transitu*.

3178. How often do you require the stock to be taken in your warehouses and in what manner?—At the end of every quarter when my returns are made up, and in the middle of the quarter when other returns are made, the semi-quarterly return is checked by the superintendent of warehouses, and the other returns by other officers designated for that work.

3179. Who has the custody of the keys for the several warehouses, and who takes charge of them at night?—The superintendent of warehouses takes charge of them every night, they being placed in his office, and he delivers them to each officer in the morning.

3180. Have goods ever been taken out of your warehouses without duty being paid, or have any losses taken place in any of the same within the last four years?—Not any.

3181. What system have you of forwarding goods by railway or otherwise in bond?—No system at all. The warrant is received by the merchant, who takes them from the vessel or railway station or from bonding warehouse and removes them himself; bonds are given in the usual way, manifests of the goods are made in triplicate, one of which is kept in the office, two accompanying the goods, and on receipt at the port of destination one of these is certified to the receipt by the collector and returned to me.

3182. With reference to your statement that there is no system at all, what remedy have you to suggest?—That when goods are sent to a bonding warehouse, each cart or conveyance should be accompanied by a receipt given by the officer in charge, specifying number, marks and description of packages in such load, this receipt to be signed as having been delivered by the locker in charge of the bonding warehouse and returned by the carter to the tide-waiter delivering the same; such receipts to be numbered consecutively, and in case the goods do not arrive in due course as ordered, the tide-waiter in charge who delivers them must report at once to the collector such discrepancy, and both the importer and carter ought to be severely punished. I also think that there should be a law to promptly fine or otherwise punish both importer and carter, but particularly the former.

3183. What duties has the tide-surveyor at your port?—He has the supervision of the tide-waiters. I hand in a book of instructions to all the officers of my port prepared and printed by me in 1874.

3184. Does the inspector of ports, when inspecting your office, make a general supervision of all your warehouses and compare the balances with the warehouse books of your office, and how often?—He is inspecting us all the time and takes balances repeatedly.

3185. How is the discipline of your office, and what means do you take to enforce it?—I have no cause to complain or to impose fines.

3186. Do you remit daily the cash receipts from all sorts to the Receiver-General?—I remit each fiscal week, so as agree with my weekly return; I deposit all collections daily, to the credit of the collector at the Bank of Montreal, and I cannot

draw therefrom any sum except on an official cheque for the purpose of the Receiver-General.

3187. Have any defalcations been committed in your office within the last four years?—Not a dollar.

3188. Who is the registrar of shipping of this port, and how many vessels have you registered here?—I am. I have, up to 31st December, 1879, 717 vessels, with a tonnage of 279,746.

2189. Are you paid anything extra for this service?—Nothing.

2190. If the statistics for the returns throughout the Dominion, instead of being made out at the several ports, were prepared at Ottawa from the duplicates of the original entries, and otherwise forwarded weekly there, could not the business be conducted with a less number of clerks?—The business of this office would be reduced. The trade and commerce of this city and Province look to this Custom house, however, for periodical statements of the business done, and stocks of goods in bonded warehouses from time to time—which could not be done here at all if the statistical returns were made at Ottawa.

3191. How many outports have you attached to your port, and are any of them warehousing ports, and what system do you adopt in checking them?—From outports, one of which is a warehousing port. In checking them I require all the business to be sent to me once a week.

3192. Are the small independent ports in the Maritime Provinces made the medium for fraudulent entries, by means of under-valuation or otherwise, to the detriment of the revenue and the honest importer, if so, what would you suggest?—I think it is from the want at these small ports of efficient outside officers; first, to oversee the proper delivery of goods from the vessel, and then to ascertain the proper value before entry. To remedy this evil you must either abolish the small ports or increase the number of offices. For example, in Annapolis River and Basin there are different ports. Vessels entering there can report, and leave their goods at any one of these ports; but the entrance being very narrow and about a mile in width, if the report of the vessel was taken at the port at each entrance it would be a security that all the goods gone through the narrows would be duly entered at one or other of the ports.

3193. Who administers the affidavit on accepting the entries or other matters at your port?—In the long room the chief clerk, in his absence another clerk. In the warehouse room, the warehouse keeper. In the surveyor's room, the landing surveyor; and in the shipping office, the chief clerk of that department under my authority.

3194. The object of this Commission having been explained to you, have you any suggestions to make which you could furnish us in writing?

The following memorandum was handed in as a reply:—

The system of private warehouses is, in my opinion, open to many objections. It may not, perhaps, be possible to do away with them at once altogether, but they should be limited in number, and be classed as much as possible under No. 3—that is, “warehouses occupied for the general storage of imported goods,” and be made to pay an annual fee of at least one hundred dollars. Private warehouses, say Class No. 2, if tolerated at all, should pay a fee of at least two hundred dollars. By adopting a system like this, the number of warehouses in all the large ports would be soon materially reduced and the business placed on a better footing. A less number of lockers would be required, and a more efficient supervision would be secured. It would be better, however, still if the Government were to establish at this port three public bonding warehouses in convenient situations for trade. The result would be better security and a large reduction in the number of officers, and, necessarily, of the cost of the Customs Department. If even this could not be accomplished, it would be, at all events, desirable to have all wines and liquors stored in one warehouse under Government control. The trade generally would benefit by it, as they would have positive and unquestionable security that the goods had not been tampered with; or rather, that they were in the condition in which they were shipped to this port, and there-

fore more highly valued when purchased here "in bond." In regard to discipline, I think it would be highly desirable that a set of rules for the government of the Custom houses at all the large ports should be established somewhat similar, though in some respects not so stringent or minute, as those recently promulgated by the Quebec Local Government for the guarding of its Civil Service. It is true that the collectors could establish rules for this purpose in their respective offices, but they would not possess the same authority as those which might be issued by the Government, and they would lack the very important element of not being uniform.

18th December, 1880.

GEORGE F. MATTHEW, Chief Clerk, Port of St. John:—

3195. How long have you been in the Service and held your present position?—I came into the Service at this port in 1853 as Junior Clerk, and was promoted to Chief Clerk on 1st July, 1879.

3196. What are your particular duties as Chief Clerk?—To supervise the general work of all the clerks in the long room. My special work is administering the oath on bills of entry for duty or free being entered; checking the rates of duty and description of goods on entry. Doubtful questions are referred to me by the invoice clerks. The rest of my work is more of a general character.

3197. Who deposits at the bank the moneys received for duties or otherwise?—The cashier makes it up, places it in a locked-up box, with a key held by himself and another by an officer of the bank, which box is carried to the bank by a messenger.

3198. Do you consider the work of the office is done efficiently and economically, and can you make any suggestion for the improvement thereof?—I cannot think of any improvement; the work goes along smoothly, and I think with safety to the revenue. I do not think it could be done more economically.

3199. What are the hours of attendance of officers in your Inside Service?—From 9 o'clock until 3 in the long room and warehouse department, to attend on the public, but until four to finish up the business of the day.

3200. The hours of attendance on the public, at most of the ports in the Dominion, are from nine until four. Would it not promote economy in your office if your hours were the same?—We close at three because we send our money then to the bank, and could not deposit it afterwards.

3201. Are we to understand, then, that your office hours for attending on the public are from 9 a.m. until 3 p.m., because the bank closes at that hour, and you make your deposit then?—That is the reason.

3202. Is the work of the clerks so proportioned that the most difficult is done by those holding the highest positions and receiving the largest salaries?—Yes; I think it is.

ST. JOHN, 20th December, 1880.

Examination of Mr. JOHN W. CUDLIP, Inspector of Ports, Province of New Brunswick:—

3203. Will you please state how long you have been in the Service and held your present position?—I was appointed to the Service as Inspector, in 1874.

3204. Does your district of inspection include the whole of the Province of New Brunswick only?—Yes; but it also includes Prince Edward Island.

3205. Is the district too large for you to overtake the work efficiently?—Not now.

3206. How many ports and out-ports have you in your district?—About 42 ports and out-ports.

3207. Are you of opinion that these small ports and out-ports increase the chances of loss to the revenue by the importation of goods at an under-valuation,

from the want of an appraiser to determine the classification and fair market value?—Certainly, to a considerable extent, and at some ports more than others.

3208. Do you think there is much smuggling in your district, and will you give your reason for forming that opinion?—There is not so much as there used to be, but there is still a great deal on the borders. I have it on reliable information.

3209. Who is the second officer of the port, and what are his duties?—The Landing Surveyor. His duties are to see that the outside duties are properly looked after; that officers are placed on ships coming into port, to check the proper delivery of goods after due entry for warehouse duty or otherwise; to see that the manifests are properly made out and cleared, and to see that the warrants for delivery of goods are checked off such manifests in a proper manner. He is also required to keep a surveyor's cash-book, and to check the collector's cash-book daily from the same. He has two clerks to help him in his clerical duties.

3210. What officer is in charge at this port of all goods placed in bonding warehouses, and is answerable to the collector for the proper receipt and delivery of the same?—The superintendent of lockers has to see that all such goods are received and delivered by the proper officer, and is answerable to the collector for its being done.

3211. Have you any defined instructions from the Customs Department at Ottawa, to guide you in making a proper inspection of the several ports in your district?—Yes; I received written instructions how to proceed; and I think I have such knowledge to enable me to properly carry out my duties.

3212. Have you any instructions as to the number of times in a year, each port in your district has to be inspected by you?—I am instructed to inspect each port in my district, twice a year; but, sometimes, I have visited some ports four or five times a year for cause.

3213. On inspecting any port and finding the work of the office or the mode of the carrying on the Service improperly done, what means do you take to remedy the cause?—By warning, and reporting afterwards, any officers I find to have neglected their work and orders or to have misconducted themselves.

3214. Should a collector under your inspection be found a defaulter as to moneys received by him for duties or otherwise, what are your powers to deal with the case?—To demand and take charge of the office, and to report in writing to Ottawa the circumstance, and ask for further instructions.

3215. Have you found irregularities when making your inspections, or have defalcations been committed; if so, please state the nature and extent thereof?—In one case there was a defalcation of \$7,000; \$2,500 of which was accounted and the balance by notes of \$3,600. I do not know whether that amount has been paid; I called the attention of the Department to it. In another case there was a collector always short in his cash, and finally, on being short \$1,500, he was dismissed. I do not know if this money was paid the Government or not. In another case \$400 was found short in a collector's cash; he was to make it good. It is not yet done. The first case was in 1876; and the second, 1876, and the third was discovered in 1874.

3216. Do you give instructions to the subordinate officers and employés of a Custom house direct or through the collector?—In the large ports through the collector; in the smaller ones, I think it best to speak to the officers personally.

3217. Is there any particular or uniform system adopted by the different Custom houses throughout your district for keeping the accounts, checking moneys received, warehousing goods, and generally carrying out the work of the office?—Practically it is the same.

3218. If the surveyor or second officer of a port was found to have neglected his duties, how far would you hold a collector answerable for his neglect?—I hold him answerable as far as his knowledge of the circumstance is concerned, having taken all reasonable means to inform himself of the same.

3219. Do you examine from time to time all the bonding warehouses at this port, and how often?—I examine them from time to time so that I go through all of them once a year at this port, and at other ports as often as I visit them.



3220. Before doing so, what means have you of ascertaining the correct balances of number of packages and quantities of all goods remaining in any bonding warehouse about to be inspected by you at the day of such inspection?—I go to the warehouses and generally take the data of it myself, and also by the locker's book; when I go to the warehouse I count every package and test some of the liquors.

3221. Do you examine all the warehouse books of this port from time to time and compare the same with the warehouse and ex-warehouse entries?—Yes.

3222. What warehouse books are kept at this port—1st, by the collector or his clerks; 2nd, by the surveyor, or warehouse keeper, or clerks detailed for that purpose?—There is one set of books of warehouse goods, consisting of merchant's ledger and a daily record of goods warehoused inwards, kept in the warehouse keeper's room.

3223. Are the warehouse books now kept approved of by you, and do you consider that they are sufficient to show at all times the proper receipt and delivery of goods placed in or taken out of bond; and have the inside and outside branches of this office a complete check one over the other, so that when the collector and the next officer of the port declare to their quarterly returns, the balances are known to be correct and to have been properly checked by each of these officers before making such declarations?—I think so.

3224. Which books, kept by the outside and inside branches, show the number of packages, quantities and values of all goods placed in and taken out of bonding warehouse; and please produce them?—The only books showing this are kept in the warehouse keeper's office.

3225. The regulations of the Department requiring that such a check should be kept by collectors and surveyors, by warehouse books Nos. 1 and 2, or otherwise, would it not be better to adopt such a system at this office?—I think so.

3226. How do you ascertain, at any given time, that the correct quantity of spirits is remaining in each bonded warehouse, or in the receiving or sufferance warehouses?—By taking the gauger and testing from time to time.

3227. What is your opinion as to the necessity or expediency of requiring other security than that of the principals or owners of goods placed in the bonding warehouses?—I certainly think there ought to be other security than the importer or owner.

3228. Are all goods placed in the several bonding warehouses in your district kept separately as to each bond and the number of the bond placed on each package?—My rule is to insist upon all goods in bond being placed separately as to each bond. They are not numbered. I think they ought to be.

3229. How many bonding warehouses, and how many receiving or sufferance warehouses, are there at this port?—About 32 bonding warehouses and two sufferance warehouses.

3230. Are you of opinion that the bonding warehouse system at this port could be improved by reducing the number of warehouses, or by having one or more Government warehouses instead under the sole control of the Customs; and how would the public be affected by such a change?—I think it would be better, safer and save trouble to the Department if Government warehouses could be adopted. This system, once adopted, they would find that they were really not inconvenienced thereby, and the expense to them would not be increased.

3231. If you have any suggestions for the improvement of the present system by which both the revenue and the honest dealer would be protected, please state the same in writing?—I would state that frauds occur in parties presenting entries for several packages of goods arriving by one importation from the United States (mainly)—and generally covered by half-a-dozen different invoices handed in to cover the entry. No number of packages stated on the invoices, and no marginal numbers as in the English invoices. I have known of two packages of boots and shoes dropped from entry of importation, and discovered by one of them having been sent to appraisers for examination. The general rule is one in five or one in ten to be sent to appraisers. I propose that when the information is not given as in English invoice, that the whole importation should be sent to appraisers for examination. That it is

expedient that in the larger sea ports, one or more officers be detailed specially for all night duty and watch. That in case of seizures some public examination of the party offending be made before a Police Magistrate, to say whether guilty or not guilty. This would deter many persons, whose position would lead them to dread a public exposure. And that any person acting as a general broker should be required to have a license from the Government, in order that he may be reached, and his power to make entries be stopped by deprivation of his right. I believe that parties designedly put their papers frequently into the hands of a broker, that the broker, who can have no real knowledge of the matter, may swear that it is true to the best of his knowledge and belief.

ST. JOHN, N.B., 20th December, 1880.

MR. STEPHEN E. GEROW, Surveyor, St. John, examined :—

3232. How long have you been in the Service and held your present position ?—Thirty-three years in the Service ; in my present position ten years.

3233. On appointment to the Surveyorship, what particular duties were assigned to you, and are you doing the same now as when first appointed ?—I was appointed Landing Surveyor, and I do duties, I presume, usually assigned to that office.

3234. Are you the second officer of the port, and do you sign and declare to the quarterly returns of the office as such ?—There is a misapprehension as to my position. I do not sign the declaration as second officer of the port on the quarterly trade return, nor do I think any one does but the collector.

3235. What portion of the Outside Service of the office are you in direct charge of, and what officers are responsible to you for the proper performance of their duties ?—I am in charge of the landing-waiters, tide-waiters and gaugers ; the other outside officers are under the control of the superintendent of lockers, who are not answerable to me.

3236. Do you check the receipts of the cashier of all sums of money daily received for Customs duties or otherwise, and what system have you of showing to the collector that you have done so ?—I and my clerks check the receipts daily. We do not initial the collector's cash-book as checked, but I think it would be better to do so, and I have already given directions that it should be done ; I also keep the Departmental surveyor's receipt-book.

3237. What warehouses are under your immediate control, and do the officers in charge furnish you with periodical statements of all goods remaining therein ?—The sufferance warehouses, of which there are two, are under my control ; immediately goods have been over three days in these warehouses they are removed to the special warehouse, which is under control of the appraisers.

3238. Have you charge of the gauging and testing of spirits before entry, and how do you notify the office of the result of the same ?—I and my officers test and gauge all spirits and give result to the warehouse keeper.

3239. Is the weighing of all sugar, molasses and other goods subject to specific duties, under your control, and what means have you of ascertaining that the work is properly done before delivery ?—It is ; the officers doing so furnish a return in the gauge book, and the warehouse keeper certifies to the weights and quantities before final entry is passed.

3240. When any of the officers under your control require leave of absence, does the collector first consult you whether you can spare them before forwarding their application to the Department ?—It has never been done so.

3241. Are the officers under your control directed by the collector in any way except through you, and do you hold yourself answerable for the due performance of their duties ?—They are under my control, and, as a rule, no orders are given except through me.

3242. If any of them misconduct themselves or are absent from their duties, do you report the same to the collector ?—I have done so.

3243. Are any of the officers or clerks that you are aware of unfit for the performance of their duties from old age, or any other cause; if so, does the proper collection of the revenue suffer therefrom?—I know of one officer in an important position who is too old for the proper performance of his duties.

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POST OFFICE.

ST. JOHN, N.B., 18th Dec., 1880.

Evidence of STEPHEN J. KING, Postmaster, St. John, N.B.

3244. How long have you been in your present position?—Since 1st March last. I had never been in the Service before.

3245. Have you been able to form an opinion as to the efficiency of your staff?—I have, and I can say it is very efficient.

3246. Is there any classification or grading of the clerks or employés in this office?—They are divided into classes as follows: One clerk of first-class, two second, twelve third, three fourth.

3247. Does it sometimes happen that persons from the outside are nominated to places which might be filled by promoting some deserving clerk already in the office?—No such case has occurred since my appointment.

3248. Are promotions and increases of salaries made in view of the efficiency or seniority of the clerks to whom such is given?—All increases of salary are made on the basis of conduct and attention to duty by the Department at Ottawa, under the recommendation of the Postmaster.

3249. Is there any examination for ascertaining the qualifications of persons nominated to office?—None, since my appointment to office, as no new appointments have been made. I have no instructions on this point.

3250. How are first appointments made to this office?—By the Department at Ottawa. From letters on file in this office I find that appointments have, within the past few years, been made on the recommendation of the local Members of Parliament.

3251. Have you more clerks in the office than are requisite for the efficient performance of the Post Office work here?—I have not, and considering the rush of work upon the office, early in the morning and in the evening, the staff is frequently found to be short enough for the work. At times, it is insufficient.

3252. Are there any of the employés who, from age or infirmity, are not qualified to perform their duty efficiently?—No.

3253. Is the discipline of your office satisfactory, and what means do you employ to enforce it?—The discipline is generally satisfactory. In two cases I have had to report breaches to the Department. Fines have been imposed.

3254. Are you prepared to make any suggestions that, in your opinion, would increase the efficiency of your staff, and, at the same time, secure a reduction in the expenses of the office?—I am not.

3255. Have you not in this office employés doing precisely the same duties and receiving different salaries?—There are.

3256. What effect has this on the Service?—It is discouraging to the better class of men.

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Evidence of JOHN McMILLAN, Inspector, Post Office, New Brunswick Division, St. John, N.B.

3257. Will you please state what your position in the Service is, and how long you have filled it?—Post Office Inspector, and have been in my present position since July, 1867.

3258. What are your duties?—I superintend the whole postal service in the Province of New Brunswick. I inspect all the offices in my division according to necessity, going more particularly to points which require attention. I advertise, under

authority of the Department, for tenders for all mail service, and see that the contracts are executed according to advertisements. I supply postage stamps and bill stamps to postmasters. I see that funds are furnished, for money order requirements, to post offices not provided with bank credits. I also attend to all the details connected with that service, in so far as it attaches to my office. I establish, transfer and close post offices. I investigate and look into reported losses of missing letters, and see that irregularities generally are promptly attended to and corrected.

3259. How many clerks are employed under your immediate jurisdiction?—I have five clerks in my own office and fifteen railway mail clerks.

3260. How are these clerks appointed, and is there any examination as to their qualification for the duties they are to perform?—They are appointed by Government. There is no examination.

3261. Have you considered the question of first appointments to the Service, and does your experience enable you to make any suggestions as to the best means of securing the most efficient employes?—I have often considered the subject of appointment, and from my experience in my own office, and in the railway mail office under my control, I believe they are, as a whole, as efficient and competent as could be secured under a different mode of appointment.

3262. Do you not think your experience, as stated in the last answer, has been exceptional?—I think it has.

3263. Would it be difficult to remove an inefficient officer, if he had been nominated and was supported by political influence?—Yes, very.

3264. Do you not think that if first appointments were made only after the candidate had passed an examination before an independent board of examiners responsible to the country, and entirely free from political influences, and added to this a sufficient probationary term of service, that it would secure a generally better class of public servants?—Yes, most decidedly; provided the report of the officer in charge gives a true report after the expiration of the term of probation, and that no permanent appointment be made if that term has not proved satisfactory.

3265. Are promotions in your office based upon seniority or merit?—Upon seniority, if merited.

3266. Do you look into the discipline of the post offices, and what is your power to deal with breaches thereof, or any irregularity that may occur?—I do, by conferring on that point with postmasters. I consider my power absolute, but would not think of exercising it without consulting the postmasters.

3267. Have you had any defalcations, and, if so, please state their nature and extent?—Besides what has been stated as having occurred in the St. John Post Office, we have had nothing of a serious character.

3268. Have you any suggestions to make looking to the more efficient or economical working of the postal service in your division?—

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St. JOHN, N.B., 18th December, 1880.

Evidence of JAMES WOODROW, Assistant Postmaster, St. John, N.B.

3269. How long have you been in the Service, and in your present position?—I came to the Service in 1859 as a junior, and have been in my present position since 1st July, 1868.

3270. Will you state how first appointments have been made to this office?—By the Department at Ottawa, on the recommendation of members of Parliament for the city and county of St. John.

3271. What opinion can you express, from your long experience, as to the value of appointments so made?—I do not think appointments so made have always proved advantageous to the Service.

3272. Has there been any examination or probationary term exacted of persons before being permanently appointed?—There has been no examination, to my know-

ledge, previous to appointment, but, in former years, a probationary term was in operation, but only occasionally enforced.

3273. What, in your opinion, would be the best way of making appointments, and at what age should employes enter the Service?—In regard to the first part, if the present political system is continued, several names should be furnished to the postmaster to select from; but I would prefer a system from which all political influence would be eliminated. In this case candidates should be made to pass such an examination as would keep out the inefficient. To this might be added, with advantage, a probationary term, as a purely educational test would not always secure the best public servant. Age of entrance should be from 18 to about 35.

3274. Have promotions and increases to salaries usually been given for efficient service, or simply for reason of seniority?—Increases to salary have been given more generally on grounds of seniority, but assignment to higher duties in this office has been generally based on merit, seniority being kept in view as far as practicable.

3275. Do you think the present staff of this office could be reduced without interfering with the efficiency of the work?—I do not think so.

3276. What are the hours of attendance required of the clerks, and have you any night or extra service?—Two clerks come at 5.30 in the morning and leave at 8.15, returning at 3 p.m. until 7. The money-order clerks (two) come at 9.30 until 4.15; the accountant about the same hours; and all the clerks remain longer, when necessary, than the hours above mentioned. There are three "registered letter" clerks, who are on duty from 7 to 9 hours, between 6 a.m. and 11.30 p.m. There are two clerks that work from 6.15 to 8.30. They return again at 9.30 and remain about two hours longer, or until the morning work assigned them is completed. They return a second time at 6 p.m. and remain until about 9.30. The remaining clerks are on duty from 6½ hours to 9 hours each day. We have no extra clerks.

3277. You have delivery clerks and sorting clerks. Do you make a difference between the importance of the two offices; and do you think the same salary should be paid to both?—In my experience, we require a very efficient clerk to be at the wicket, as he is required to possess a good knowledge of the office, as well as of the public, with whom he is in constant contact. I therefore make no difference between the importance of the two offices, and I think they are entitled to the same salaries.

3278. Have defalcations or any other irregularities occurred in this office; if so, please state their nature?—About four years ago a clerk of this office was convicted for abstracting money from a registered letter, and sent to the penitentiary. Three years ago another clerk was arrested for abstracting money from an ordinary letter, was admitted to bail, and left the country and has not returned. Many missing letters containing valuables are supposed to have been taken by these persons. Under our old system of registering money letters, and prior to the cases I have just mentioned, a registered letter was abstracted by a clerk who escaped, leaving behind him an admission of guilt.

3279. Has your system of taking care of registered letters been changed so as to render this abstraction more difficult?—The system was changed after the last mentioned occurrence. The registered letters are now solely in charge of the registered letter clerks, who are held responsible.

3280. Who are the officers that give security bonds for the honest performance of their duties?—The Postmaster, assistant, money order clerks and registered letter clerks.

3281. Does your experience enable you to make any suggestions that, if carried out, would, in your opinion, result in an increased efficiency of the staff of this office?—I suggest that some system be adopted by which painstaking and efficient clerks might look forward to their promotions with certainty, and with a prospect of their reaching a point in which the services of those more immediately in charge of the details of the office would be more fairly remunerated than at present. I think if such were assured to employes, the efficiency of the Service would be promoted. I would also recommend that offices be classed, not only according to revenue, but also according to the labor performed as a distributing centre.

## INLAND REVENUE.

Examination of D. C. PERKINS, Collector of Inland Revenue, St. John, N.B. :—

3282. How long have you been in the Service, and held your present position ?—Eight years, seven of which I have been Collector of Inland Revenue.

3283. What is the extent of your division ?—Nine sub-divisions in the Division of St. John—Fredericton, Woodstock, St. Stephen, St. Andrews, Campobello, Moncton, Sackville, Dorchester and Sussex.

3284. How many employés have you under your control, both here and elsewhere ?—Eight officers, under my immediate control.

3285. Is any part of your work, outside this city, done by Customs officers, and, if so, is it satisfactorily performed ?—Yes ; at St. Andrews, Campobello, Sussex, Moncton, Dorchester and Sackville. I have a great deal of trouble generally to keep this work properly done.

3286. Have the new regulations, as to warehousing Inland Revenue goods in separate warehouses under your control, been carried out in your division ?—Yes ; it has been done.

3287. Do you find that there is any illicit distillery carried on within your division, and, if so, have you made a seizure of any stills, &c. ?—I think there is none in this division.

3288. Are your officers classified by examination within your division, and how many special class, first-class and other class officers have you ?—Some are classified ; no special class ; one first-class ; one second-class ; three third-class. The others are not classified.

3289. Do the officers obtaining the first and second-class certificates hold the most responsible positions and highest salary in your division, or how are they placed, and what benefit do they derive from holding the highest class certificates ?—They do not hold the highest positions, and they do not benefit by such classification at present.

3290. Under whose supervision are the outside officers, and are you responsible for the due performance of their duties ?—Yes, I am supposed to be answerable. I have not been furnished with any precise or definite instructions to guide me thereon. I receive special instructions in certain cases. I do not even know how far the inspector of this division holds me answerable to him, and I could never ascertain. The inspector inspects my office sometimes daily, according to whether he is in the city or not.

3291. How many bonding warehouses, licensed manufactories, such as distilleries, breweries, malthouses and tobacco manufactories, have you in your division ?—No distilleries, two breweries, one malthouse, one tobacco manufactory, one vinegar works.

3292. Have you an officer in charge of each, or are several under the supervision of one officer ?—The breweries, malting and tobacco manufactory is in charge of one exciseman. The vinegar works is under the charge of another, who is stationary.

3293. Have you reason to believe they perform their duties faithfully and efficiently ?—Yes ; at present they are very well performed.

3294. How often is stock taken in your bonding warehouses, licensed manufactories, &c. ?—Every quarter by the inspector.

3295. At what hours do your officers commence and finish work, and do you keep an attendance book ?—From half-past 9 a.m. to 4 p.m. Their attendance is regular. I do not keep an attendance book.

3296. Are diaries, as prescribed by the Department, kept by your outside officers, and what effect has it on the performance of their duties in preserving discipline amongst them ?—All the officers keep diaries which are returned here every quarter. I think the effect is good.

3297. Do you fully carry out the regulations of the Department in keeping your books and accounts, and in remitting your cash received daily to the Receiver-General ? Yes, I do.

3298. What checks are there in your office to ensure the proper amounts being sent daily?—I see to it myself, and the inspector also checks me.

3299. Have there been any defalcations committed by any of your officers within the last four years in the money receipts, or in loss and delivery of goods out of warehouse without payment of duty?—None whatever.

3300. Would not a system of exchanging officers from one district to another at stated periods be the means of obtaining greater uniformity in the administration of the Excise laws, and a more equitable collection of the Excise taxes?—In some respects I think it would.

3301. How is the staff of officers; is it efficient; have you too few or too many for the work to be done?—I have sufficient outside officers. I want one extra inside officer to take the part of acting collector in my absence.

3302. You say that at present your staff is an efficient one, excepting that you require an additional officer for the inside. By the new regulations all goods bonded and placed in Customs warehouses for the Inland Revenue are now removed into grocers' warehouses. Have additional officers been appointed in consequence of the additional work which it entails; if not, your staff must have been redundant before the change?—It is done by the same officers. They are able to do it, because their duties were comparatively nothing before the change.

3303. Have you any officers who, from age, bad habits or any other cause, are unfit for the proper performance of their duties?—No.

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#### WEIGHTS AND MEASURES.

ST. JOHN, N.B., 20th December, 1880.

Mr. J. B. WILMOT, Inspector of Weights and Measures, St. John, examined:—

3304. When were you appointed?—Was appointed in 1879.

3305. Is the Weights and Measures Act generally approved by the business men and the public?—Certainly, with all the better classes.

3306. Have you any suggestions to make for the improvement of the system in any way?—Not specially. I think the fees ought to be better equalized, so as to make the higher class scales subject to inspection pay the higher fees.

3307. In what condition do you generally find scales, weights and measures; have you occasion to condemn many, and what is done with those you do condemn?—In a tolerably fair condition as far as I know. I have had to condemn a few. So far the parties have put the condemned ones out at once and purchased new ones, but they are neither destroyed nor a distinguishing mark put on them. I have had no occasion to enforce any penalties.

3308. Does the collector of Customs notify you on the importation of scales into this port, giving you the number and name of purchaser, as directed by law?—I have received no notification from him as yet.

3309. You say you have only one assistant. Are you able to do the work of your division efficiently, and what progress have you made?—I think I will be able to get over the division in two years from November, 1879. I have over half the work done.

3310. What is the extent of your district?—St. John City and County, Queen's County and Charlotte County. I may mention that there is a Port of Customs Entry in Charlotte County, in which it is probable a good many weights, measures and weighing machines have or may come into the country, and some means ought to be taken by the collector whereby I could be notified as the law directs and so inspect them. If I were called to go there I do not know how my expenses would be paid.

## DOMINION AUDITOR.

ST. JOHN, N.B., 20th December, 1880.

Evidence of WILLIAM SEELEY, Dominion Auditor for New Brunswick:—

3311. How long have you been in the Public Service, and in your present position?—Seventeen years in the Public Service and twelve years in my present position.

3312. Will you please define your duties?—I countersign the cheques issued by the Marine and Fisheries Department and by the Public Works Department. For the former, for New Brunswick only; and for the latter for the three Maritime Provinces. All these cheques, when countersigned, are recorded, and a weekly list of them is sent to the Finance Department at Ottawa. The whole revenue of the Province of New Brunswick is recorded in like manner and reported at Ottawa. I keep a record of the banks in which the revenues are deposited, and I charge the banks with the cheques issued to refund them for payments made on letters of credit. I pay all debentures and coupons of debt of Province of New Brunswick, assumed by the Dominion.

3313. Please indicate in what manner the simple countersigning of cheques acts as a control or audit over the expenditure?—I do not see that it is any other check than that on the letters of credit.

3314. Will you please state what extra check there is in the deposit receipts taken by the various officers here being sent to you, instead of the Finance Department?—I cannot see that there is any extra check. The statements sent by me could as well be sent by themselves.

3315. Have you ever had occasion to decline to countersign a cheque for reasons other than that the credit against which such cheque may have been drawn was exhausted?—No; I do not consider I have any control over the expenditure for which a cheque may be given. My duty is simply to countersign it, if the credit is not exhausted.

3316. Do you ever see the vouchers before you countersign cheques?—No, never.

3317. So that you would countersign a cheque for any amount, when presented, provided the credit was not exhausted?—Yes.

3318. Do you consider this a good system of audit?—No; except in so far as it enables me to see that the letters of credit are not overdrawn.

3319. What is the total amount of cheques countersigned by you during the last fiscal year?—About \$178,000.

3320. Has your auditing, as at present conducted, ever led to the preventing of any irregularity?—No; but it has prevented errors.



## APPENDIX A.

### EXTRA PAY FOR EXTRA WORK.

Mr. TILTON having asked Mr. J. C. Stewart the following question :—

305. In view of a rule that exists in the Service, that the permanent clerks of one Department may be employed in another after hours and paid extra therefor; is it not somewhat of a hardship that the clerks in your branch, who evince so much diligence, should be required to work after hours without some additional remuneration?

Mr. Stewart sent in the following memorandum in relation thereto :—

I can hardly answer this question without going at some length into the whole question of extra allowances in the Civil Service. For many years I have had to view this question thoughtfully from every aspect, and no one, perhaps, has combated more strongly than myself, both by teaching and example, the abuses for years existing in the Service in the administration of extra pay. In the abstract I do not advocate nor approve of extra pay to employés in any institution, believing that the employés salaries should be so graded as to provide for variations in the probable amount of work expected of each, and that a mere temporary pressure of work affords to a clerk an opportunity of displaying his assiduity and devotion, which, in a *perfectly* organized service—where reward went by merit—would be soon followed by fairly earned promotion. The Civil Service is, however, a wholly different body from the employés of any other institution, and it is idle to seek to govern it by rules which would be applicable to bank clerks or clerks in mercantile employ. One Civil Service Act governs all Departments, no matter how different the work or requirements of the various Departments. One uniform rule governs the hours of attendance, and it may fairly be assumed that so long as all Departments are governed by one and the same Act, an equal portion of his time, say from 9:30 to 4 daily, is expected on an average, by the country, from every civil servant (that is, the general body of clerks).

The clause of the Civil Service Act of 1868 forbidding extra pay to “any clerk for any duty performed in his own Department,” is intelligible enough when viewed in the light of the chief abuse which the clause was intended to remedy, which I understand to have been the state of things under which the preparation of the Public Accounts was year after year deferred to so late a period that it could only be accomplished by extra attendance on the part of the compiling officers, who then claimed extra pay for work allowed by themselves to fall into arrear.

A far greater abuse was, however, not only left untouched by this Act, but was actually fostered, if not created, by its provisions until it grew into what was little short of a scandal in the Service. The veto against the allowance for extra pay for work done by a clerk in his own Department was soon regarded as implying that no clerk should be expected to *do* any extra work in his own Department, and as there was nothing to prevent the employment of clerks from *other* Departments, a system came into vogue of the mutual employment between various Departments of each other's staff after office hours,—a system damaging to the usefulness of the clerks themselves, thus allowed to think that the Government had no right to demand their service after 4 o'clock when necessary, one leading to the clerks fixing their thoughts rather on how they could get employment *after* 4 o'clock than on how they could best discharge their duties before that hour, and one, I know, leading, if not to the creation, certainly to the undue prolongation of work of the character designated “extra work,” and paid for by the hour as such. The clerks in my own office were at one time (before 1873) allowed to undertake extra work in another Department,

and it has been mentioned to me that as they walked in to that Department the clerks, or some of them, whose duty they went to perform at 50 cents an hour, walked out to go to yet another Department, there to get extra pay for assisting in other work. Yet this was, and still is, allowable under the law. I do not say that it is still practised; I merely mention the weakness in the Act. If anything of the kind should be forbidden by the Statute, it should rather be, my experience suggests, the employment and payment by one Department of clerks from another Department.

If *boná fide* "extra work" has to be done (and with conscientious supervision mere arrears or temporary pressure can never justify the title "extra work"), how much better to let those do it who are familiar with the books, and no abuse is possible if the supervising officer be not a sharer in the extra pay (a position I have always taken, although at perfect liberty to have included my name as a sharer in the extra pay for six successive years allowed to my staff), if payment be by the piece and not by the hour, and if there be a clearly defined scheme showing what is to be regarded as legitimate daily work, and what extra work.

The Post Office Act requires that interest shall be computed and added to depositors' balances on the 30th June in each year. While the work cannot be anticipated, neither can it be extended over an indefinite time, to be performed during the intervals of routine work during regular office hours, it demands the utmost despatch in its completion, because the current business of making repayments to depositors cannot be interrupted, and every withdrawal during the progress of balancing is at a risk of dangerous error being subsequently found. To narrow this period of risk, close attention during prolonged hours in the hottest month in the year is exacted from the clerks engaged in the work. To meet the contingencies of absence, either from illness or from alleged inability on the plea of ill-health, on the part of any member of the staff, to conform to the long hours of attendance exacted, I am of opinion that the performance of this duty must be met by a direct payment to each clerk in proportion to the amount of extra work done.

The system of book-keeping followed in the Post Office Savings Bank admits of the daily work throughout the year being carried on with a minimum of clerical force, and, therefore, at a minimum of cost for salaries, but imperatively demands the prompt and immediate balancing of the depositors' accounts at the close of the year, so that there may be no interruption of business with depositors whilst the balancing is in progress. It has never yet been possible to put the whole staff of the Savings Bank on the annual balancing, one or more having been absent owing to ill-health, and others having proved incompetent (from inexperience) to undertake it. Nevertheless, as those by whom the work was done, though at a considerable tax to themselves, received proportionately larger remuneration therefor, (the absent and not qualified clerks getting none) they felt it no hardship to do their fellow-clerks' share. Unless met, however, by a direct payment, it would be useless to expect those who do the work to see, with patience, certain of their fellow-clerks leave the office at four o'clock, on the plea of ill-health (or, worse still, because not fully competent), while they themselves were compelled to remain night after night until ten or eleven o'clock, and not only until their own shares, but those of the absentees also, were finished. There are one or two thoroughly competent and valuable clerks now in the Savings Bank branch, who are physically unable to undertake their shares of the annual balancing, their health being unequal to long hours and close application in hot, gas-lighted rooms in the month of July. To exempt these clerks from extra attendance and to compel their fellow-clerks to prolong *their* attendance on that account, would but invite pleas of ill-health and place a premium upon inefficiency, and the consequences would eventually be disaster to the work of the Savings Bank at a most critical time.

It cannot be held to be just that the clerks in the Savings Bank branch should be required to give what is equivalent to 13 months' work against 12 months' service of other civil servants, the additional month being one of very great strain on their powers. I am aware that to different Departments may attach, within general limits,

different conditions as to hours at certain seasons of pressure. Apart from the labour of balancing the ledgers in July of each year, sufficient exceptional conditions *already* attach to employment in the Post Office Savings Bank, whose staff, of the 14 statutory holidays observed by other Departments, enjoy but four (being those which are closely held both in Ontario and Quebec). For instance, to-day is a civic holiday in this city, and the Savings Bank, so far as I can see, is the only branch in the Service whose entire staff is in attendance, as on other days, being so for two reasons: 1st. The mere fact of its being a civic holiday in Ottawa does not justify the withholding from depositors all over Ontario and Quebec, of money applied for; and 2nd. Two days work could not be compressed into one, to-morrow. Further, at certain seasons the current work is very heavy, and necessitates long hours of attendance—notably, for instance, in the month of August last, when, as explained in my answer to the last question, the work doubled in volume. Yet the staff regard these latter drawbacks—the loss of holidays, and prolonged hours when the work is heavy, as unavoidable incidents of employment in the Savings Bank, and seek no compensation therefor.

While the Civil Service Act of 1868 forbids additional payment being made to any clerk, for extra work done in his own Department, it may be stated that this Act was framed *before* the Post Office Savings Banks were organized, and it was only some time after the passing of the Act that it was found that its provisions would operate against the performance of the annual balancing on the same principle as that followed in the English Post Office Savings Bank, adopted as the model of that in Canada, and where the annual balancing is performed by the regular staff, during extra hours, and paid for by the piece, as described in the following extracts from reports on the subject by the English Post Office Authorities.

Extract from a Report by Messrs. Scudamore and Chetwynd, dated 31st October, 1862, pages 147-8.

“As this work will be very large in amount, and must always be completed in a limited time, say within the month of January, it is obvious that, in fixing the ordinary force of the Department, no provision can be made for it, and that it must be performed by a special force employed for the occasion, or by a part of the ordinary force during extra hours and for extra pay. It would be easy, of course, to obtain extra force for such a purpose, but the cost of such a force would exceed the cost of employing the ordinary force during extra hours. It would always be easy to find in the ordinary force a sufficient number of men who had had experience of similar duties and who would be fully trained for the work from the moment of commencement; but the members of any special force which might be obtained would require some instructions before they could commence, and as it would be almost impossible to obtain the same men specially in each succeeding year, a part of every month of January would be lost, and additional cost would be incurred in training inexperienced and therefore inefficient members. The objection, perhaps the chief objection, to the employment of ordinary force on extra work, rests on the fact that it is usually very difficult to supervise the work, and to preserve the proper distinction between that which should be done in the ordinary hours and that which should be done in the extra hours. But this objection would not apply in the case now under consideration. The work of computing annually the interest due to each depositor, and of balancing his account, might be paid for by the piece, under which mode of payment there would be no room for evasion.”

Extract from a Report by Lord Stanley of Alderley, the Postmaster-General, to the Lords Commissioners of Her Majesty's Treasury, dated 15th December, 1862:—

“Connected with the subject of providing for the work of the Savings Bank Department, a question is raised by Messrs. Scudamore and Chetwynd as to the means by which that portion of the duty relating to the computation of interest due to depositors should be performed. They propose to provide for this duty by employing officers on the establishment at extra work, in preference to making provision for it by an addition to the regular force. Although objection has been held, and, I think, rightly so on principle, to the system generally of extra work, especi-

ally when performed by officers of the office to which the work appertains, I think that, under the peculiar circumstances represented in the report, the present is one of those special cases to which such an objection cannot properly apply, and in which an exception to what is now the general rule may be safely and advantageously made. The work is of a nature that must necessarily be performed after the usual official hours; it will also have to be performed at one period only of the year, and within a limited time. It cannot, therefore, well be provided for by any permanent addition to the regular force, and, as it is quite distinct from the ordinary current business of the Savings Bank Department, there is not that objection which might otherwise exist to the work being provided for as recommended. I propose, therefore, to adopt the proposition, and to pay the officers the same rate of remuneration as that to be paid in the case of temporary clerks, and on the same principle."

Extract from an "Epitome of Changes of System introduced subsequently to 1862," by A. C. Thomson, Controller of Post Office Savings Banks, dated 31st December, 1870:—

"In the report of 1862, the month of January was mentioned as the period within which this work would probably be done by a special force employed for the occasion, in addition to the ordinary force, during extra hours. But since the year 1864, the work has never occupied more than twenty days; and on two occasions it was done still more rapidly, viz., by the 21st January, 1868, and the 18th January, 1869. To the latter date the practice of obtaining the assistance of officers in other branches of the General Post Office was continued; but in January, 1870, when for the first time the work was entirely entrusted to the ordinary force of the Department, it was finished by the 26th of that month."

For four years—from 1869 to 1872—the Department endeavoured not to conflict with the provisions of the Civil Service Act, and employed extra assistance, and clerks from other Departments, but it was found to be impracticable to continue the system, the character of the work done was untrustworthy, and the access to books of a confidential character by irresponsible persons, was found to be objectionable. Nevertheless the throwing on the unassisted staff of the branch, of the entire labor, was felt to be a severe exaction, and, unless accompanied by compensation, an unjust one. In 1873 the principle was adopted, and has since been followed, of employing the Savings Bank Staff alone, and (up to 1878 inclusive) of paying for the work at a scale of "so much" per account balanced, the superintending officer not sharing in the payment, and the scheme being such as to exclude the possibility of impropriety in any shape.

For the last two years no payment has been made to the Savings Bank staff, the Government considering such payment to be contrary to law. I suggested an amendment to the Civil Service Act last session, but my suggestion was not favorably entertained, and no provision was made for the annual balancing of 1880. The Civil Service Act would have allowed the employment of clerks from other Departments, but the experience of 1869, 1870, 1871 and 1872, was fatal to that plan. I had no recourse, therefore, but to subdivide the many thousand accounts requiring treatment, among the regular staff, and—no pay being allowed—I was unable to excuse any from his full share, on any plea whatever. More than one was unable to work after six o'clock; one absolutely broke down, and his medical attendant forbade his working extra hours; another was absent, ill, for a fortnight; others (recent appointments), without the incentive which a payment in proportion to the number of accounts balanced would create, failed to qualify themselves to take up the work intelligently and promptly. All these circumstances caused delay, and the work which, in other years has been finished, and the printed results of the year's business published, on the 14th July, is still (23rd August) unfinished, and what is more unsatisfactory, the period during which error arising from overpayment was possible has been prolonged in a critical degree.

I believe I am not wrong in saying that the "extra work" devolving on the staff of the Savings Bank branch in connection with the annual balancing of the

ledgers, differs from any so-called "extra work" which the staff of other Departments are ever called upon to perform.

The ledgers in the Government Savings Bank in the Finance Department are entirely different, not being original books at all, but copies, simply for purposes of audit, of the original ledgers in the hands of the local agents.

In view, therefore, of the fact, that the extra work involved in balancing depositors' ledgers on the 30th June annually, is a labor which cannot, from its nature, be begun before the 30th June, and must then be undertaken and pressed forward with all possible despatch, as it is impossible that it can be done during regular office hours, as it has no connection whatever with the regular office work, which fully occupies the entire time of the staff daily,—as the staff of the branch could be readily relieved of the labor by the employment, sanctioned by law, of clerks from other Departments, and yet dare not be relieved on account of the confusion and blunders resulting from the employment of outside assistance,—I regard it as a hardship that the Savings Bank staff should be required to do this extra work without additional remuneration, allotted *pro rata* among the clerks who do the work.

## APPENDIX B.

Circular letters having been sent to the Managers of the Bank of Montreal, Bank of British North America, and the Canadian Bank of Commerce, enclosing a form of questions as below, the following replies were duly received:—

### BANK OF MONTREAL.

#### *Questions for Bank Managers.*

1. What number of clerks have you?—253, including messengers and porters.
2. At what age do they enter your service?—At about the age of 13 years.
3. At what pay do they enter?—At the rate of \$200 per annum.
4. Does their pay increase, or are they promoted by routine, seniority or selection?—If the record is of fair average, the increase is at the rate of \$50 per annum each half year, in May and in November, until they reach \$500 to \$600 per annum. After that it depends upon the ability and zeal developed and exhibited. Promotion goes by merit.
5. What is the extreme limit to which they rise?—The entire range of salaries from highest to lowest is from \$200 up to \$20,000.
6. What are the hours of attendance?—The official hours are from 9 a.m. till 4 p.m., or longer if their duties require it.
7. Are they paid for overtime?—No.
8. What are their holidays?—A fortnight in each year, and after a service of ten years an extended leave is sometimes granted when applied for.

### BANK OF BRITISH NORTH AMERICA.

#### *Questions for Banks.*

1. What number of clerks have you?—One hundred and four.
2. At what age do they enter your service?—(1.) Clerks entering in Canada, not under 15. (2.) Clerks entering sent from Great Britain (who must have served a full apprenticeship in England, Ireland or Scotland) are, as a rule, under 24.
3. At what pay do they enter?—(1.) Boys entering in Canada, \$240. (2.) Clerks sent from Great Britain, \$700.

4. Does their pay increase, or are they promoted by routine, seniority or selection?—(1.) Junior clerks entering in Canada, \$60 the first year, and \$100 every year afterwards, until \$700 is reached; after that, as in the following paragraph:—(2.) Clerks who are diligent and efficient, generally have their salaries increased \$100 every year. If a clerk is advanced in position, the increase to his salary may be more frequent, and larger in amount than \$100. Promotion to the higher offices is by selection, according to fitness.

5. What is the extreme limit to which they rise in your establishment?—No limit. Clerks are eligible for the highest appointments in the Bank.

6. What are the hours of attendance at the Bank?—Clerks must be at the Bank at 9, and stay until the work is finished. It is considered that 9 to 5 are proper banking hours. If the work cannot be done within those hours, the staff has to be increased.

7. Are your clerks paid for over-time?—No.

8. What are their holidays?—A fortnight each year. Furlough of four months (sometimes extended to six months) with full pay, once in ten years. If lengthened furlough is given under ten years, special allowances are made, varying according to length of service and the circumstances.

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THE CANADIAN BANK OF COMMERCE,  
TORONTO, 13th August, 1880.

*Memorandum.*

Answer to Question 1.—There are at present 206 men in the service of this Bank, not including the messengers and porters.

Answer to Question 2.—Young men without any previous business training usually enter the Service at \$250 per annum.

Answer to Question 3.—Usually at 17, 18 and 19.

Answer to Question 4.—In promoting officers, the consideration to which we attach the great importance is, efficiency and general fitness for the particular duties devolving upon them. The second consideration is length of service; we seek to regulate their salaries according to these considerations.

Answer to Question 5.—They may rise to the highest position in the Service.

Answer to Question 6.—Each officer is expected to be at his post at 9 a.m., and not to leave it until the work of the day shall have been completed, which is usually accomplished by five or half-past five o'clock in the afternoon. Every officer, however, must return to the Bank in the evening whenever called upon to do so.

Answer to Question 7.—They are not paid for over-time.

Answer to Question 8.—Usually a fortnight.

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APPENDIX C.

CLASSIFICATION OF CUSTOMS OUTSIDE SERVICE.

*Letter from Mr. John Lewis, Surveyor.*

(See Question 2415.)

CUSTOMS HOUSE,  
MONTREAL, 3rd December, 1880.

D. McINNES, Esq.,  
Chairman of Civil Service Commission, Ottawa.

DEAR SIR,—As I may not have made myself clearly understood in a recent short conversation with you on the classification of officers in the Customs Service, may I be permitted to submit the following opinion on this much-discussed question.

The classification of officers would have the effect of increasing the general efficiency of the Service, and of improving the position of officers, and that without incurring much, if any, additional expense.

The classification would necessarily comprise two, and in some cases three, classes; in each of which would be established a minimum and a maximum salary; and an advance made from the lower to the higher salary in each class, by an annual specific sum; and promotion from class to class, as vacancies occur.

Each nominee to enter the lower or lowest class—if there be more than two—at the minimum salary in the class.

Also, a minimum and maximum salary should be attached to each separate and distinct officer in large ports, and in small ports, where the number of officers will not admit of classification; and that upon the appointment or promotion of any person or officer to such an office or position, he be paid the minimum salary attached thereto—provided it be not less than such officer had been previously in receipt of—and be advanced by a specific annual sum until he shall have attained to the maximum salary, as in cases of classed officers.

You very correctly remarked that, were such a rule of advancement *absolute* in all cases, the *drones* and the industrious and efficient would be on an equal footing; and that if there was no incentive to industry and good conduct, it could not result otherwise than detrimental to the public interest and efficiency of the Service.

To guard against such inevitable results, that would follow an indiscriminate advancement of officers, the advancement or promotion should be conditional, and subject to the action of Civil Service Commissioners, who would be governed by the character and assiduity of officers, and not by the caprice or personal interest of their superiors, regardless of acquired rights and justice. Such a system would ensure to the competent and meritorious advancement as a matter of recognized right, as well as reward for diligent performance of duty; whereas the indolent and careless would not be advanced, but might be reduced in his class, or removed into a lower class.

True, the carrying into effect of such a system would necessitate the appointment of, at least, three Commissioners for this Service. But such Commissioners would relieve the Government and the several Departments of much trouble, and no doubt of much expense.

Government patronage would also be more equitably distributed; vacancies being reported by the Commissioners direct to the Council, accompanied by their recommendation of officers entitled to promotion.

The foregoing implies the investing the Commissioners with the power to make legitimate advancements in classes, and from class to class, as well as the withholding, for good reason, such advancements. Also, of promoting officers from one position to another, in such a case, to the ratification of the Council.

Yours very respectfully,

JNO. LEWIS,

Surveyor.

## APPENDIX D.

### UNITED STATES CIVIL SERVICE REGULATIONS.

The following extracts from Acts of Congress of the United States show the present classification and salaries of the employés in the principal Departments at Washington.

An Act making appropriations for the Civil and Diplomatic expenses of the Government, &c.

\* \* \* \* \*

Sec. 3. And be it further enacted, That from and after the 30th June, 1853, the clerks in the Departments of the Treasury, War, Navy, the Interior and the Post

Office, shall be arranged into four classes, of which, class No. 1 shall receive an annual salary of \$900 each; class No. 2, an annual salary of \$1,200 each; class No. 3, an annual salary of \$1,500 each; and class No. 4, an annual salary of \$1,800 each.

\* \* \* \* \*

“No clerk shall be appointed in either of the four classes until after he has been examined and found qualified by a Board, to consist of three examiners, one of them to be Chief of the Bureau or office into which he is to be appointed, and the two others to be selected by the Head of the Department to which the said clerk will be assigned.”

(Approved March 3rd, 1853, Vol. 10, p. 211, Statutes at Large.)

An Act to amend the third Section of the “Act making appropriation for the Civil and Diplomatic expenses of the Government for the year ending June 30th, 1854,” and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America, in Congress assembled, That of the clerks authorized by the third Section of the Act approved March 3rd, 1853, entitled “An Act making appropriations for the Civil and Diplomatic expenses of Government for the year ending the 30th of June, 1854,”—those of the first class shall receive a salary of \$1,200 per annum; those of the second class, a salary of \$1,400 per annum; those of the third class, a salary of \$1,600 per annum.

\* \* \* \* \*

(Approved April 22nd, 1854, Vol. 10, p. 276, Statutes at Large.)

“Secs. 166 to 169 of the Revised Statutes of the United States, p. 27, 2nd edition.”

Sec. 166. Each Head of a Department may from time to time alter the distribution among the various bureaus and offices of his Department, of the clerks allowed by law, as he may find it necessary and proper to do.

Sec. 167. The annual salaries of clerks and employés in the Department, whose compensation is not otherwise prescribed, shall be as follows:

- 1st. To clerks of the fourth class, eighteen hundred dollars.
- 2nd. To clerks of the third class, sixteen hundred dollars.
- 3rd. To clerks of the second class, fourteen hundred dollars.
- 4th. To clerks of the first class, twelve hundred dollars.
- 5th. To the women employed in duties of a clerical character, subordinate to those assigned to clerks of the first class, including copyists and counters, or temporarily employed to perform the duties of a clerk, nine hundred dollars.

- 6th. To messengers, eight hundred and forty dollars.
- 7th. To assistant messengers, seven hundred and twenty dollars.
- 8th. To laborers, seven hundred and twenty dollars.
- 9th. To watchmen, seven hundred and twenty dollars.

Sec. 168. Except when a different compensation is expressly prescribed by law, any clerk temporarily employed to perform the same or similar duties with those belonging to clerks of either class, is entitled to the same salary as is allowed to clerks of that class. (See § 242.)

Sec. 169. Each Head of a Department is authorized to employ in his Department such number of clerks of the several classes recognized by law, and such messengers, assistant messengers, copyists, watchmen, laborers and other employés, and at such rates of compensation, respectively, as may be appropriated for by Congress from year to year.



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**APPENDIX E.**


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## COST OF COLLECTING INLAND REVENUE.

The expenditure for Inside Service has been apportioned thus:—

Commissioner's salary, \$4,000, apportioned thus—

Weights and Measures.....	\$ 800 00
Excise $\frac{2}{5}$ of remainder.....	1,920 00
Canals, &c., $\frac{10}{35}$ of remainder.....	365 70
Slides and Booms, $\frac{7}{35}$ of remainder.....	256 00
Cullers, $\frac{7}{35}$ of remainder.....	256 00
Bill Stamps, $\frac{2}{35}$ of remainder.....	73 14
Adulteration of Food, $\frac{3}{35}$ of remainder.....	109 72
Inspection of Staples, $\frac{3}{35}$ of remainder.....	109 72
“ Gas, $\frac{3}{35}$ of remainder.....	109 72

The salaries of Clerks whose work refers to one service only, have been charged to that service,

The balance has been divided in the following way:—

Excise.....	$\frac{15}{45}$
Canals, &c.....	$\frac{10}{45}$
Slides and Booms.....	$\frac{7}{45}$
Cullers.....	$\frac{7}{45}$
Bill Stamps.....	$\frac{2}{45}$
Adulteration of Food.....	$\frac{3}{45}$
Inspection of Staples.....	$\frac{3}{45}$
Weights and Measures.....	$\frac{3}{45}$
Gas.....	$\frac{1}{45}$

7th October, 1880.

STATEMENT of the Revenues (and cost of collecting the same) of the Department of Inland Revenue, for the four years ended 30th June, 1880.

Service.	1876-77.			1877-78.			1878-79.			1879-80.			Average of four years.
	Revenue.	Expenditure.	Percentage.	Revenue.	Expenditure.	Percentage.	Revenue.	Expenditure.	Percentage.	Revenue.	Expenditure.	Percentage.	
Excise. ....	\$ 4,949,027	\$ 223,044	4 1/2%	\$ 4,884,136	\$ 226,753	4 1/2%	\$ 5,403,882	\$ 223,212	4 1/2%	\$ 4,298,245	\$ 230,384	5 3/10%	4 1/2%
Canals, &c. ....	431,515	38,329	8 1/2%	423,840	38,810	9 1/2%	381,483	38,858	10 1/2%	384,463	40,451	10 1/2%	9 5/10%
Slides and Booms. ....	115,862	8,374	7 1/2%	83,291	8,407	10 0/10%	69,372	8,759	12 5/10%	56,351	8,824	15 6/10%	10 5/10%
Gulling Timber. ....	67,128	70,769	105 1/2%	56,489	52,630	93 1/2%	26,858	47,587	177 1/2%	23,014	47,756	207 1/2%	126 9/10%
Bill Stamps. ....	208,968	2,213	1 0/10%	200,614	2,329	1 1/2%	185,332	1,738	0 3/10%	176,116	2,152	1 1/2%	1 0/10%
Weights & Measures	51,658	103,580	202	29,684	85,354	287 1/2%	13,223	75,610	571 1/2%	17,080	51,222	300	282 1/2%
Gas Inspection. ....	2,891	11,176	385	2,788	15,007	530 1/2%	2,348	12,504	532 1/2%	2,461	13,603	552 7/10%	498 5/10%

INLAND REVENUE DEPARTMENT,  
OTTAWA, 6th October, 1880.

## APPENDIX F.

REPORT OF SIR STAFFORD NORTHCOTE AND SIR C. E. TREVELYAN  
ON THE ORGANIZATION OF THE PERMANENT CIVIL SERVICE OF  
THE UNITED KINGDOM, 1853, TOGETHER WITH A LETTER FROM  
THE REV. B. JOWETT.

We now proceed to comply with that part of our instructions which states that, in connection with the inquiries which we were directed to make into each particular office, it is highly necessary that the conditions which are common to all the public establishments, such as the preliminary testimonials of character and bodily health to be required from candidates for public employment, the examination into their intellectual attainments, and the regulation of the promotions, should be carefully considered, so as to obtain full security for the public that none but qualified persons will be appointed, and that they will afterwards have every practicable inducement to the active discharge of their duties.

It cannot be necessary to enter into any lengthened argument for the purpose of showing the high importance of the Permanent Civil Service of the country in the present day. The great and increasing accumulation of public business, and the consequent pressure upon the Government, need only to be alluded to; and the inconveniences which are inseparable from the frequent changes which take place in the responsible administration are matter of sufficient notoriety. It may safely be asserted that, as matters now stand, the Government of the country could not be carried on without the aid of an efficient body of permanent officers, occupying a position duly subordinate to that of the Ministers who are directly responsible to the Crown and to Parliament, yet possessing sufficient independence, character, ability, and experience to be able to advise, assist, and, to some extent, influence those who are from time to time set over them.

That the Permanent Civil Service, with all its defects, essentially contributes to the proper discharge of the functions of Government, has been repeatedly admitted by those who have successively been responsible for the conduct of our affairs. All, however, who have had occasion to examine its constitution with care, have felt that its organization is far from perfect, and that its amendment is deserving of the most careful attention.

It would be natural to expect that so important a profession would attract into its ranks the ablest and the most ambitious of the youth of the country; that the keenest emulation would prevail among those who had entered it; and that such as were endowed with superior qualifications would rapidly rise to distinction and public eminence. Such, however, is by no means the case. Admission into the Civil Service is, indeed, eagerly sought after, but it is for the unambitious, and the indolent or incapable, that it is chiefly desired. Those whose abilities do not warrant an expectation that they will succeed in the open professions, where they must encounter the competition of their contemporaries, and those whom indolence of temperament or physical infirmities unfit for active exertions, are placed in the Civil Service, where they may obtain an honorable livelihood with little labour, and with no risk; where their success depends upon their simply avoiding any flagrant misconduct, and attending with moderate regularity to routine duties; and in which they are secured against the ordinary consequences of old age, or failing health, by an arrangement which provides them with the means of supporting themselves after they have become incapacitated.

It may be noticed in particular that the comparative lightness of the work, and the certainty of provision in case of retirement owing to bodily incapacity, furnish strong inducements to the parents and friends of sickly youths to endeavor to obtain for them employment in the service of the Government; and the extent to which the public are consequently burdened, first with the salaries of officers who are obliged to absent themselves from their duties on account of ill-health, and afterwards with

their pensions when they retire on the same plea, would hardly be credited by those who have not had opportunities of observing the operation of the system.

It is not our intention to suggest that all public servants entered the employment of the Government with such views as these; but we apprehend that as regards a large proportion of them, these motives more or less influenced those who acted for them in the choice of a profession; while, on the other hand, there are probably very few who have chosen this line of life with a view to raising themselves to public eminence.

The result naturally is, that the Public Service suffers both in internal efficiency and in public estimation. The character of the individuals influences the mass, and it is thus that we often hear complaints of official delays, official evasions of difficulty, and official indisposition to improvement.

There are, however, numerous honorable exceptions to these observations, and the trustworthiness of the entire body is unimpeached. They are much better than we have any right to expect from the system under which they are appointed and promoted.

The peculiar difficulties under which the Permanent Civil Service labors, in obtaining a good supply of men, as compared with other professions, are partly natural and partly artificial.

Its natural difficulties are such as these:

Those who enter it generally do so at an early age, when there has been no opportunity of trying their fitness for business, or forming a trustworthy estimate of their characters and abilities. This to a great extent is the case in other professions also, but those professions supply a corrective which is wanting in the Civil Service, for as a man's success in them depends upon his obtaining and retaining the confidence of the public, and as he is exposed to a sharp competition on the part of his contemporaries, those only can maintain a fair position who possess the requisite amount of ability and industry for the proper discharge of their duties. The able and energetic rise to the top; the dull and inefficient remain at the bottom. In the public establishments on the contrary, the general rule is that all rise together. After a young man has been once appointed, the public have him for life; and if he is idle or inefficient, provided he does not grossly misconduct himself, we must either submit to have a portion of the public business inefficiently and discreditably performed, or must place the incompetent person on the retired list, with a pension for the rest of his life. The feeling of security with which this state of things necessarily engenders tends to encourage indolence, and thereby to depress the character of the Service. Again, those who are admitted into it at an early age are thereby relieved from the necessity of those struggles which for the most part fall to the lot of such as enter upon the open professions; their course is one of quiet, and generally of secluded performance of routine duties, and they consequently have but limited opportunities of acquiring that varied experience of life which is so important to the development of character.

To these natural difficulties may be added others arising from what may be called artificial causes.

The character of the young men admitted to the Public Service depends chiefly upon the discretion with which the Heads of Departments, and others who are entrusted with the distribution of patronage, exercise that privilege. In those cases which the patronage of Departments belongs to their chief for the time being, the appointments which it commonly falls to his lot to make are either those of junior clerks, to whom no very important duties are in the first instance to be assigned, or of persons who are to fill responsible and highly-paid situations above the rank of the ordinary clerkships. In the first case, as the character and abilities of the new junior clerk will produce but little immediate effect upon the office, the chief of the Department is naturally led to regard the selection as a matter of small moment, and will probably bestow the office upon the son or dependant of some one having personal or political claims upon him, or perhaps upon the son of some meritorious public servant, without instituting any

very minute inquiry into the merits of the young man himself. It is true that in many offices some kind of examination is prescribed, and that in almost all, the person appointed is in the first instance nominated on probation; but, as will presently be pointed out, neither of these tests are at present very efficacious. The young man thus admitted is commonly employed upon duties of the merest routine. Many of the first years of his service are spent in copying papers, and other work of an almost mechanical character. In two or three years he is as good as he can be at such an employment. The remainder of his official life can only exercise a depressing influence on him, and renders the work of the office distasteful to him. Unlike the pupil in a conveyancer's or special pleader's office, he not only begins with mechanical labour as an introduction to labour of a higher kind, but often also ends with it. In the meantime his salary is gradually advancing till he reaches, by seniority, the top of his class, and on the occurrence of a vacancy in the class above him he is promoted to fill it, as a matter of course, and without any regard to his previous services or his qualifications. Thus, while no pains have been taken in the first instance to secure a good man for the office, nothing has been done after the clerk's appointment to turn his abilities, whatever they may be, to the best account. The result naturally is, that when the chief of the office has to make an appointment of visible and immediate importance to the efficiency of his Department, he sometimes has difficulty in finding a clerk capable of filling it, and he is not unfrequently obliged to go out of the office, and to appoint some one of high standing in an open profession, or some one distinguished in either walks of life, over the heads of men who have been for many years in the Public Service. This is necessarily discouraging to the civil servants, and tends to strengthen in them the injurious conviction, that their success does not depend upon their own exertions, and that if they work hard, it will not advance them, if they waste their time in idleness, it will not keep them back.

It is, of course, essential to the Public Service that men of the highest abilities should be selected for the highest posts; and it cannot be denied that there are a few situations in which such varied talent and such an amount of experience are required, that it is probable that under any circumstances it will occasionally be found necessary to fill them with persons who have distinguished themselves elsewhere than in the Civil Service. But the system of appointing strangers to the higher offices has been carried far beyond this. In several Departments the clerks are regarded as having no claim whatever to what are called the staff appointments; and numerous instances might be given in which personal or political considerations have led to the appointment of men of very slender ability, and perhaps of questionable character, to situations of considerable emolument, over the heads of public servants of long standing and undoubted merit. Few public servants would feel the appointment of a barrister of known eminence and ability to some important position, like that of Under-Secretary of State, as a slight, or a discouragement to themselves; but the case is otherwise when some one who has failed in other professions, and who has no recommendation but that of family or political interest, is appointed to a librarianship, or some other such office, the duties of which would have been far better discharged by one who had been long in the Department, and to whom the increased salary attached to the appointment would have been a fair reward for years of faithful service.

One more peculiarity in the Civil Service remains to be noticed. It is what may be called its fragmentary character.

Unlike the Military and Naval, the Medical and the Commissariat Services, and unlike even the Indian Civil Service, the public establishments of this country, though comprising a body of not less than 16,000 persons, are regulated upon the principle of merely departmental promotion. Each man's experience, interests, hopes and fears are limited to the special branch of service in which he is himself engaged. The effect naturally is, to cramp the energies of the whole body, to encourage the growth of narrow views and departmental prejudices, to limit the acquisition of experience, and to repress and almost extinguish the spirit of emulation

and competition; besides which considerable inconvenience results from the want of facilities for transferring strength from an office where the work is becoming slack to one in which it is increasing, and from the consequent necessity of sometimes keeping up particular departments on a scale beyond their actual requirements.

Having thus touched upon some of the difficulties with which the Public Service is beset, we come to the consideration of the problem, what is the best method of providing it with a supply of good men, and of making the most of them after they have been admitted?

The first question which here presents itself is, whether it is better to train young men for the discharge of the duties which they will afterwards have to perform, or to take men of mature age who have already acquired experience in other walks of life?

Our opinion is, that, as a general rule, it is decidedly best to train young men. Without laying too much stress on the experience which a long official life necessarily brings with it, we cannot but regard it as an advantage of some importance. In many offices, moreover, it is found that the superior docility of young men renders it much easier to make valuable public servants of them than of those more advanced in life. This may not be the case in the higher class of offices, but is unquestionably so in those where the work consists chiefly of account business. The maintenance of discipline is also easier under such circumstances, and regular habits may be enforced which it would be difficult to impose for the first time upon old men. To these advantages must be added the important one of being able, by proper regulations, to secure the services of fit persons on much more economical terms. A young man who has not made trial of any other profession will be induced to enter that of the Civil Service by a much more moderate remuneration than would suffice to attract him a few years later from the pursuit of one in which he had overcome the first difficulties and begun to achieve success; while to attempt to fill the ranks of the Civil Service with those who had failed elsewhere, and were on that account willing to accept a moderate salary, would be simply to bring it into discredit. It cannot be doubted that, even in the absence of proper precautions for securing proper appointments, it is more probable that a fair proportion of eligible men will be found among a number taken at their entrance into life, particularly if pains be bestowed upon them after their appointment, than among an equal number taken after some years of unsuccessful efforts to open another line for themselves. The temptation to jobbing, and the danger of decidedly improper appointments being made, is also considerably less in the case of the selection of young men than in that of persons more advanced in life.

The general principle then, which we advocate is, that the Public Service should be carried on by the admission into its lower ranks of a carefully selected body of young men, who should be employed from the first upon work suited to their capacities and their education, and should be made constantly to feel that their promotion and future prospects depend entirely on the industry and ability with which they discharge their duties, that with average abilities and reasonable application they may look forward confidently to a certain provision for their lives, that with superior powers they may rationally hope to attain to the highest prizes in the Service, while if they prove decidedly incompetent or incurably indolent, they must expect to be removed from it.

The first step towards carrying this principle into effect should be the establishment of a proper system of examination before appointment, which should be followed, as at present, by a short period of probation. The necessity of this has been so far admitted that some kind of examination does now take place before clerks are admitted into any of the following offices: The Treasury, the Colonial Office, the Board of Trade, the Privy Council Office, the Poor Law Board, the War Office, the Ordnance Office, the Audit Office, the Paymaster-General's Office, the Inland Revenue Office, the Emigration Office and some others. These examinations vary in their character; in some offices more is required than in others, and in some cases what is required will be more rigidly enforced by one set of examiners than by another.

The preliminary examination of candidates for civil employment, however, cannot be conducted in an effective and consistent manner throughout the Service while it is left to each Department to determine the nature of the examination, and to examine the candidates. Some on whom the duty of examining devolves feel no interest in the subject; others, although disposed to do their best, are likely to entertain erroneous or imperfect conceptions of the standard of examination which ought to be fixed, and to be unable to apply it properly after it has been settled. The time and attention of the superior officers are fully occupied in disposing of the current business of their respective Departments. To do this in a creditable manner will always be their primary object; and as the bearing of the subject under consideration upon the efficiency of their Departments, although very important, is not of a direct or immediate kind, and is not likely to have much effect during their own tenure of office, what has to be done in reference to it will either be done in a hurried and imperfect manner, or will be left by them to their subordinate officers to be dealt with at their discretion. In a large Department, in which numerous candidates have to be examined, want of time will prevent the superior officers from giving the subject the attention it deserves; and other matters, although of infinitely less real consequence, will have the precedence, because they press, and must be disposed of at the moment. Moreover, a large proportion of the persons appointed to a public Department usually consists of young men in whose success the heads of the office or the principal clerks take a lively personal interest, owing to relationship or some other motive connected with their public or private position; and an independent opinion is hardly to be expected from an examiner who is acting under the orders of the one, and is in habits of daily intercourse with the other. A public officer ought not to be placed in a situation in which duty might require him to make an unfavorable report under such circumstances. Lastly, even supposing every other circumstance to be favorable, it is impossible that each Department, acting for itself, can come to such just conclusions in regard to the nature of the preliminary examination, or can conduct it in such a fair, and effective, and consistent manner, as would persons having the advantage of a general view of the subject as it effects every public Department, and who should have been selected for the duty on account of their experience in matters of this description.

We accordingly recommend that a Central Board should be constituted for conducting the examination of all candidates for the Public Service, whom it may be thought right to subject to such a test. Such Board should be composed of men holding an independent position, and capable of commanding general confidence; it should have at its head an officer of the rank of Privy Councillor, and should either include or have the means of obtaining the assistance of persons experienced in the education of the youth of the upper and middle classes, and persons who are familiar with the conduct of official business. It should be made imperative upon candidates for admission to any appointment (except in certain special cases which will presently be noticed) to pass a proper examination before this Board, and obtain from them a certificate of having done so.

We are of opinion that the examination should be in all cases a competing literary examination. This ought not to exclude careful previous inquiry into the age, health and moral fitness of the candidates. Where character and bodily activity are chiefly required, more, comparatively, will depend upon the testimony of those to whom the candidate is well known, but the selection from among the candidates who have satisfied these preliminary inquiries should still be made by a competing examination. This may be so conducted as to test the intelligence as well as the mere attainments of the candidates. We see no other mode by which (in the case of inferior no less than superior officers) the double object can be attained of selecting the fittest person and of avoiding the evils of patronage.

For the superior situations endeavors should be made to secure the services of the most promising young men of the day by a competing examination on a level with the highest description of education in this country. In this class of situations there is no limit to the demands which may ultimately be made upon the abilities of

those who, entering them simply as junior clerks, gradually rise to the highest posts in them. To obtain first rate men it is obvious that recourse should be had to competition. It would be impossible to impose upon each candidate for a clerkship, as a positive test of his fitness for the appointment, the necessity of passing an examination equal to that of first class men at the universities; but if, on the occurrence of a vacancy, it is found that a number of candidates present themselves, of whom some are capable of passing such an examination, there can be no reason why the public should not have the benefit of such mens' services, in preference to those of persons of inferior merit. It may be repeated that no other means can be devised of avoiding the evils of patronage which if in this case less objectionable, because of the comparatively small number of superior appointments, is much more objectionable in its effects on the public business of the country.

Our proposal is not inconsistent with the appropriation of special talents or attainments to special Departments of the Public Service. In the case, for example, of the subordinate grades from which collectors, surveyors, secretaries, junior commissioners, and other superior officers of the Revenue Departments are usually selected, the nature of the examination should be adapted to the object of securing the scientific and other attainments which are so important to the efficiency of these great national establishments. In the same way provision might be made for securing the peculiar attainments to be required of persons to be employed in the Foreign Office, and in the diplomatic and consular services, and in respect to offices of account, arithmetic and book-keeping will be principally insisted on.

It next becomes a question, whether the competition we have proposed should take place on the occasion of each vacancy, or whether there should be periodical examinations. We are of opinion that it would be desirable to adopt the latter alternative. There are peculiar advantages in a system of periodical examinations. It economizes the number, and also the time of the examiners, who, instead of being overworked half the year, have their employment regularly distributed. It is also more convenient to the candidates themselves.

We propose, therefore, that examinations should be held at stated times; that an average having been taken of the number of situations of the class contended for, which periodically fall vacant, it should be announced, before the commencement of each trial, how many gentlemen were to be elected for admission into the Public Service on that occasion. The election having taken place, those who have succeeded should be distributed among the offices to which appointments are to be made, on the footing of probationers. The precise mode in which the successful candidates should be allotted to the several Departments will require some consideration; but there will be no difficulty in it which may not easily be overcome. One obvious course of proceeding would be to send to each Department a list of those who are selected for appointments, leaving to the head of each office to choose from among them as vacancies occur. Or it might be thought desirable that the Board of Examiners should recommend particular men to particular Departments, according to their capacities, the Head of the Department in each case exercising his discretion in accepting them or not; or the choice might be given to the candidates themselves, some restriction being imposed to prevent any from choosing offices for which their peculiar education had not fitted them. If more have been elected (in order to maintain the average) than there is immediate demand for, they should be sent as supernumerary clerks to the offices in which the work happens to be the heaviest, unless there is any special service upon which they can with advantage be temporarily employed, or they might wait to take their turn. As vacancies occur from time to time before the next general examination, the supernumeraries should be appointed to them, and, if the whole have not been placed before that time, it will only be necessary to make the next batch the smaller. It would be desirable to retain the probation as at present, rendering it more efficient by precise reports of the conduct of the probationers.

In the examination which we have recommended, we consider that the right of competing should be open to all persons of a given age, subject only, as before sug-



gested, to the necessity of their giving satisfactory references to persons able to speak to their moral conduct and character, and of producing medical certificates to the effect that they have no bodily infirmity likely to incapacitate them for the Public Service. It is only by throwing the examination entirely open that we can hope to attract the proper class of candidates.

The choice of the subjects to be comprehended in the examination, as well as the mode in which the examination should be conducted, so as to diminish the labor by eliminating such candidates as have obviously no chance of success, should, of course, be left to the Board of Examiners. We will, therefore, only indicate the advantage of making the subjects as numerous as may be found practicable, so as to secure the greatest and most varied amount of talent for the Public Service. Men whose services would be highly valuable to the country might easily be beaten by some who were their inferiors, if the examination were confined to a few subjects to which the latter had devoted their exclusive attention; but if an extensive range were given, the superiority of the best would become evident. Besides, an opportunity would be afforded for judging in what kind of situation each is likely to be most useful; and we need hardly allude to the important effect which would be produced upon the general education of the country, if proficiency in history, jurisprudence, political economy, modern languages, political and physical geography, and other matters, besides the staples of classics and mathematics, were made directly conducive to the success of young men desirous of entering into the Public Service. Such an inducement would probably do more to quicken the progress of our universities, for instance, than any legislative measures that could be adopted.

It would probably be right to include in the examination some exercises directly bearing upon official business; to require a precis to be made of a set of papers, or a letter to be written under given circumstances; but the great advantage to be expected from the examination would be, that they would elicit young men of general ability, which is a matter of more moment than their being possessed of any special acquirements. Men capable of distinguishing themselves in any of the subjects we have named, and thereby affording a proof that their education has not been lost upon them, would probably make themselves useful wherever they might be placed. We have before us the testimony of an eminent public officer, who was for many years connected with one of the chief departments of the State. He writes thus: "During my long acquaintance with the——office, I remember four, and only four, instances of young men being introduced to it on the ground of well-ascertained fitness. I do not venture to mention any names, but I confidently affirm that the superiority of those four gentlemen to all the rest was such as to extort the acknowledgement of it from their rivals, and to win the high applause of each successive Secretary of State."

We feel satisfied that by the measures which we have suggested for ascertaining the fitness of each person before the appointment, the most marked and important improvement may be introduced into the Public Service.

We must remark that there will be some cases in which examination will not be applicable. It would be absurd to impose this test upon persons selected to fill the appointments which have been previously spoken of under the name of staff appointments (see page ), on account of their acknowledged eminence in one of the liberal professions, or in some other walk of life. We think, however, that the circumstances, under which any person is appointed to such an office, should always be placed on record by an official correspondence between the Department to which he is assigned and the Board of Examiners, and we would also suggest for consideration the expediency of making an annual return to Parliament of the names of persons who may be so appointed.

In dealing with the lower class of appointments, it will be necessary to make provision against the difficulty that, if the examinations were all held at one place, a large proportion of those who might reasonably become candidates would be deterred from presenting themselves by the expense of the journey. If the scheme of examinations were more favorable to one locality than another, there can be no doubt that it would soon be set aside as unjust. We propose, therefore, that an arrangement

should be made for holding examinations in various parts of the United Kingdom. A staff of assistant examiners might be formed, or the services of competent men might be engaged from time to time, or recourse might be had to the machinery of the Education Department of the Privy Council, for the purpose of holding district examinations at stated periods. Due notice should be given of the times and places at which such examinations are to be held, and all persons intending to compete should be required to send in their names by a certain day. The examinations should all take place on the same day—the examination papers being sent to each locality by the same post, as is done in the examinations conducted by the Education Department; and the papers, with the work of the candidate, being returned to the Central Board, which would cause them to be examined in the manner adopted at the Privy Council Office\* The required number should then be selected as probationers for the various appointments to be filled. The precise arrangements will, however, require much consideration, and we are of opinion that they cannot properly be determined otherwise than by experience, such as the proposed Board of Examiners, acting in concert with the several chiefs of the several Departments, would speedily acquire. We have satisfied ourselves, by communications with persons whose official position enables them to form sound opinions on the subject that there will be no formidable difficulty in making the necessary arrangements to meet the vast majority of cases. Mr. John Wood, the Chairman of the Board of Inland Revenue, has, as far as he was able, acted on these principles in the selection of excisemen; and the experiment has succeeded in a manner which is highly encouraging to further attempts in the same direction.

A suggestion to bestow a proportion of the inferior appointments in the Public Service upon the pupils in schools connected with the Privy Council was made by the Government of Lord John Russell in 1846, and a Minute was passed by the Education Committee upon the subject. No effect having been given to this Minute, it was repealed by the Education Committee under Lord Derby's Government, as being inoperative. It is obvious that no mere Minute of a Committee of Privy Council could give effect to such a scheme, unless taken up as a part of the general policy of the Government.

With regard to the age of admission, we are of opinion, that in the case of candidates for superior situations, the limits should, as a rule, be nineteen and twenty-five; in the case of candidates for inferior offices, seventeen and twenty-one.

Having thus completed our suggestions as to the best mode of obtaining a proper supply of servants in the first instance, we have next to offer some remarks on what appears to us to be the best mode of regulating their employment and their promotion so as to maintain the efficiency of the office at the highest point.

As we have already spoken of the importance of establishing a proper distinction between intellectual and mechanical labor, we offer no further observations on this most vital point. The proper maintenance of such distinction depends more upon the discretion and management of the chiefs of offices and those immediately below them, than upon any general regulations that could be made by a central authority. We consider that a great step has been taken by the appointment, in several offices of a class of supplementary clerks, receiving uniform salaries in each department, and capable, therefore, of being transferred, without inconvenience, from one to another, according as the demand for their services may be greater or less at any particular time; and we expect that the moveable character of this class of officers, and the superior standard of examination which we have proposed for the higher class, will together have the effect of making the distinction between them in a proper manner.

\*As the process adopted by the Education Department of the Privy Council may not be generally known it is well to state that the papers of the candidates in all parts of the country are sent to the Central Office, where they are sorted according to subjects, and sent to different Inspectors, *e. g.*, all the papers in Arithmetic to one, all in History to another, and so forth. Each Inspector assigns a number of marks to each paper, according to its merit. The papers are then returned; those of each candidate are put together again; the total number of marks which he has obtained is ascertained; and the candidates are finally arranged according to the result of the comparison.

We are aware that a measure has sometimes been recommended which, if adopted, would have the effect of establishing to a certain extent the separation which we have spoken of—we mean the creation of a general copying office, common to the whole or most of the Departments, in the neighborhood of Whitehall, at which all of them might get their copying work done at a certain rate of payment by the piece.

We are, however, not prepared to recommend the adoption of such a measure. Copying is not the only work of a mechanical, or nearly mechanical, character which is performed in the public offices. A great deal of work of various kinds, such as registering, posting accounts, keeping diaries, and so forth, may very well be done by supplementary clerks of an inferior class under the direction of a small number of superiors. Such work, however, could not be sent out of the office; and even with regard to copying, it would be found that several offices, which would be included in the proposed arrangement, would object to sending out a large proportion of their letters for that purpose, and that a great deal of copying is done in books which could not conveniently be parted with. Hence it would be necessary, even were the copying office established, to maintain a class of supplementary clerks in each office in addition to it, or else the clerks would be employed nearly in the same manner as at present, that is to say, without a proper distinction between intellectual and mechanical duties.

Another point to which the attention of the chiefs of offices should be called is, the importance of transferring the clerks from one department of the office to another, so that each may have an opportunity of making himself master of the whole of the business before he is called upon, in due course of time, to take a leading position. A proper system of transfers, according to fixed rules in each office, and insured by periodical reports to the chief, must exercise a beneficial influence both upon the clerks themselves and upon the general efficiency of the establishment. Periodical reports upon the manner in which each clerk has been employed, should be made to the chief of the office.

The advance of salaries in the Public Service is regulated upon a twofold principle. Each man, on being appointed to a clerkship in a particular class, receives for the first year, and in some cases for the first two or three years, what is called the minimum salary of that class, after which his salary increases, by a certain annual increment, to what is called the maximum salary; that is to say, if the minimum be £100 a year, the maximum £300, and the annual increment £15, the clerk receives £100 in the first year, £115 in the second, £130 in the third, and so on till his salary reaches £300, at which point it must remain stationary unless he is promoted to a higher class. He may, however, at any time, whether before or after attaining the maximum salary of one class, be promoted to a higher on the occurrence of a vacancy, if he is considered deserving of such promotion, and he will immediately thereupon begin to receive the minimum salary of the higher class, and to advance therefrom by annual increments, without reference to the amount he was receiving. The theory of the Public Service is, that the annual increase of salary from the minimum to the maximum of the class, is given as matter of course as the reward of service, and with no reference to the comparative merits of the individuals; but that promotion from class to class is the reward of merit, or rather that is regulated by a consideration of the public interests, and that those only are to be transferred from one class to a higher who have shown themselves capable of rendering valuable services in it. This salutary principle is, however, in practice often overlooked, and promotion from class to class, as well as the annual rise within the class, is more commonly regulated by seniority than by merit. The evil consequences of this are too obvious to require comment; it is, perhaps, more important to point out some of the difficulties which lie in the way of amendment.

If the opinions of the gentlemen engaged in the Civil Service could be taken on the subject of promotion, it would probably be found that a very large majority of them would object strongly to what is called promotion by merit. The reason they assign would be, that promotion by (so called) merit would usually become promotion by favoritism. The effect of the system of departmental patronage has been to

inspire the clerks in each office with a feeling of jealousy towards any one who is supposed to enjoy the especial favor of the chief of the Department, or, still more, of the principal permanent officer in it. Constituted as our official system now is, men feel, and not unreasonably, that the recognition of their merits, even within their own departments, is extremely uncertain, and that there is no appeal to any public tribunal if injustice is done them there. Even in an open profession a consciousness of unrecognized merit will sometimes weigh a man down, though he has always the hope that the justice which is denied him in one quarter will be done to him in another. In an office, if a clerk fails to please his immediate superior, he is probably condemned to obscurity for his whole life. The Parliamentary chief who presides over the department for a few years, and who is overwhelmed with business, can, as a general rule, know nothing of the merits of individual clerks in the lower ranks of the office, except through the permanent officers at its head. Now, setting aside cases of actual favoritism, there must be many instances in which the chief permanent officers fail to perceive, and properly bring into notice, the valuable qualities of those beneath them. A man may be timid and hesitating in manner, and on that account may be passed over as dull, in favor of some one by no means his superior in real worth, but having more address in recommending himself; or, on the other hand, the chief officer may have taken a particular fancy to some young man on his first entrance into the Department, and may have thrown in his way special opportunities of advancing himself, which others have not had. All such cases are watched with jealousy even now, and if promotion by seniority were wholly set aside, without the introduction of proper safeguards, they would be the cause of still more discomfort.

It ought, therefore, to be a leading object with the Government so to regulate promotion by merit as to provide every possible security against its abuse; and for this purpose we are of opinion that the following system should be adopted: On the occurrence of a vacancy in any class, the chief clerk, or other immediately superior officer, should furnish the Secretary of the Department with a return of the names of a certain number (in no case less than three) of the clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Secretary should make what remarks he thinks proper upon the list, and should then submit it to the head of the office, who should select the person to be promoted, and should make out and sign a warrant for his promotion, setting forth the grounds upon which it is made. A book should be kept in every office, in which should be entered the name and age of each clerk, or other officer, at the time of his appointment, the dates of his examination, first appointment and subsequent promotions, together with notes of all the reports made upon him from time to time, either on the occasions afforded by the occurrence of vacancies, or at other times, in consequence of some special instance either of good or ill behaviour. A reference to this book on the occasion of promoting to vacancies will enable the Head of the Department to form a tolerably correct estimate of the merits of each individual. It may be noticed that such a book is kept, with very good results, in the Commissariat Department.

With regard to the annual increase of salary, we are of opinion that it would be right to require that each clerk, before becoming entitled to receive the addition should produce a certificate from his immediate superior, that he has been punctual in his attendance, and has given satisfaction in the discharge of his duties, during the preceding year. Such certificates are required from the heads of rooms in the Ordnance Department, and from each Inspector in the Audit Office. They would ordinarily be given as a matter of course, but the knowledge that they might be withheld would be useful in maintaining discipline, and in enforcing regularity of attendance, which in some cases is a matter of difficulty, the only penalties which can at present be imposed for irregularity being those of suspension and dismissal, which are too severe to be applied unless in aggravated instances.

The subject of pensions and retired allowances is one intimately connected with the matters treated of in this paper. We are aware that it is receiving separate consideration from the Government, and we therefore abstain from entering upon it so fully as we should otherwise have done. We desire, however, to call attention to the importance of establishing a uniform and consistent system of regulating the amounts to be granted to superannuated public servants, with reference to the character of their service. Whatever decision may be taken as to the maintenance of the superannuation deductions, or of the present scale of retired allowances, we presume that the course now followed in the Treasury, of apportioning the pension of each individual with some reference to the character he has borne and the abilities he has displayed, will still be pursued. As, however, the Superannuation Committee in the Treasury changes with every change in the Administration, and as no systematic record of the merits of the public servants is kept at the offices to which they are attached, the application of the principle, which has been rightly laid down is attended with much difficulty and with an amount of uncertainty which deprives it of much of its value.

The want of encouragement in the form of good service-pensions and honorary distinctions is also severely felt in the ordinary Civil branch of the Public Service, which is the only one in which these classes of reward are not dispensed.

It is obvious that the proposed Board of Examiners might be turned to good account in supplying these defects. Duplicates of the books which we have recommended to be kept in the separate offices should be transmitted to the Department of Examination, which should also be furnished with all information relating to promotions and other matters bearing on the service of the officers in each Department. No grant of superannuation allowance or good service pension should be made by the Treasury without a previous report from the Board of Examiners embodying this information.

By this system, not only would greater certainty be introduced into the superannuation business, but a degree of inconsistency would be given to the whole scheme of promotion by merit, which would, we think, insure its success. It would also have this further advantage, that it would serve to direct the attention of the Government to the merits of individual clerks—now seldom known beyond the sphere of their own office—and would thus enable it to select deserving persons from the ranks of the Public Service to fill important situations which might become vacant. It is to be hoped that in future, if any staff appointment falls vacant in an office in which there is a deserving clerk well qualified to fill it, his claims will not be passed over in favor of a stranger, but this principle might advantageously be carried further, by filling the appointment with a person from another office, if there is no one in the Department itself qualified to take it, and there might often be occasions in which the advantages of encouraging public servants, and at the same time introducing fresh blood into an office, might be combined; as, for instance, by filling a staff appointment in office A by the transfer to it of a meritorious staff officer from office B, and then supplying the vacancy caused in office B by the appointment to it of one of the most deserving clerks in office A. The extent to which this principle could be carried into effect must, of course, depend upon circumstances, and upon a careful consideration of its working; but we do not see why it should not be tried.

Upon a review of the recommendations contained in this paper it will be seen that the objects which we have principally in view are these:—

1. To provide by a proper system of examination for the supply of the Public Service with a thoroughly efficient class of men.
2. To encourage industry and foster merit by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the Service, if they can qualify themselves for them.
3. To mitigate the evils which result from the fragmentary character of the Service, and to introduce into it some elements of unity, by placing the first appointments upon an uniform footing, opening the way to the promotion of public officers to staff appointments in other Departments than their own, and introducing into the

lower ranks a body of men (the supplementary clerks) whose services may be made available at any time in any office whatever.

It remains for us to express our conviction that if any change of the importance of those which we have recommended is to be carried into effect, it can only be successfully done through the medium of an Act of Parliament. The existing system is supported by long usage and powerful interests; and were any Government to introduce material alterations into it, in consequence of their own conditions, without taking the precaution to give those alterations the force of law, it is almost certain that they would be imperceptibly, or perhaps avowedly, abandoned by their successors, if they were not even allowed to fall into disuse by the very Government which had originated them. A few clauses would accomplish all that is proposed in this paper, and it is our firm belief that a candid statement of the grounds of the measure would insure its success and popularity in the country, and would remove many misconceptions which are now prejudicial to the Public Service.

STAFFORD H. NORTHCOTE.  
C. E. TREVELYAN.

23rd November, 1853.

#### ORGANIZATION OF THE CIVIL SERVICE.

*Letter from the Rev. B. Jowett, Fellow and Tutor of Balliol College, Oxford, to Sir Charles Trevelyan.*

DEAR SIR,—I think two objections are likely to be made to the report you were so good as to show me on the "Organization of the Permanent Civil Service." First, that is impossible to be assured of the moral character of persons elected by examination into the Public Service; secondly, that it is impossible to carry on an examination in so great a variety of subjects as would be required, and with such numberless candidates; in other words, that the scheme, however excellent, is not practicable.

I am convinced that neither of these objections has any real foundation.

1. For the moral character of the candidates I should trust partly to the examination itself. University experience abundantly shows that in more than nineteen cases out of twenty, men of attainments are also men of character. The perseverance and self-discipline necessary for the acquirement of any considerable amount of knowledge are a great security that a young man has not led a dissolute life.

But in addition, I would suggest that there should be a system of inquiries and testimonials, which might be made considerably more efficient than testimonials for orders are at present. The analogy of Insurance officers would afford the best model for carrying out such a system. I would propose:—

1. That the candidate should give notice (as in the case of orders) of his intention to offer himself at least three months before the examination.

2. That he should at the same time send papers comprising a certificate of birth and baptism, with a precise statement of all the places of his education, whether at school or college, together with testimonials of his conduct for two years previously from the head of the school or college in which he was last a pupil, and also a statement of his present occupation and residence.

3. That he should give references—

(1.) To a medical man.

(2.) To a magistrate; or, in case of inferior situations, to two respectable householders.

(3.) To a clergyman or dissenting minister; to all of whom carefully drawn questions respecting the candidate in the form of an insurance office paper should be submitted; the answers to be confidential. To prevent the possible forgery of a character, an independent letter might be sent to a clergyman or magistrate in the

district, with the view of his certifying to the existence and respectability of the references.

The scrutiny of the character and testimonials of the candidates ought to be quite separate from the examination, The rejection should be absolute and without reasons ; whether it took place on medical or moral grounds would remain uncertain. In case of Parliamentary inquiry, however, a register of the reasons might be privately kept in the office.

With such, or even a less amount of precaution the standard of character among public servants would surely be maintained as high as at present, or higher ; as high certainly as the standard of character which can be ensured in persons admitted to holy orders.

II. The second objection relates to the mode of examination.

(A.) To meet this, let us begin by supposing a division between the superior and inferior appointments, and, further, let us estimate the annual number of vacancies of the superior classes at 250, and the number of candidates for the 250 vacancies at 2,000.

This last (which, however, is probably the outside number) is somewhat alarming. The best way to disperse the crowd will be by holding examinations continually, say five in each year, three in London, one in Edinburgh, one in Dublin. Thus the number is reduced to 400 for each examination, a number which may be easily managed.

The examination should consist both of paper and *vivá voce* work. Where, as here, the object is to select a number of young men for practical life, the latter is of great importance. The aim in either should be to test general intelligence and power of thought and language, quite as much as knowledge of a particular subject.

The examination on paper of each candidate should last for about a week, to which would have to be added an hour of *vivá voce*. The amount of labour thus entailed (equal to the perusal of 4,800 long papers, and 400 hours of *vivá voce*), no less than the variety of subjects, would make it necessary that the number of examiners should be not less than eight.

Considering the nature of the employment, and that everything depends on the fitness of the examiners, their salary should be liberal. They should be permanent officers, and except for proved misconduct, irremovable. It is only by the office being made permanent that all men will in the first instance be induced to devote themselves to it, or will have the opportunity of acquiring the experience and facility necessary for doing their work well. Their irremovability, as in the case of judges, is the best guarantee for their independence. To relieve them as much as possible from details of business, they would require several clerks and a secretary. It would be very desirable that at the head of this "College of Examiners" some eminent person should be placed of the rank of Privy Councillor.

I will next proceed to the subjects of examination, in reference to which I think three principles should be kept in view. We should consider what are

1. The indispensable requirements of public offices generally.
2. What are the best elements of higher education in England, without special reference to the wants of the public offices.
3. What are the special attainments needed in any particular department of the Public Service, as, for example, the Treasury or the Foreign Office.

(1.) The qualifications most universally required of officials are to write fast and neatly, a thorough knowledge of arithmetic and book-keeping and English composition. I should propose to make these the subject of a preliminary examination, which might last for a single day. No candidate by whom this trial was not satisfactorily passed should be allowed to compete further on this occasion. This would have the advantage of limiting the number of candidates. No able man who was fit for the Public Service would be excluded by the requirement of arithmetic, if it were known beforehand to be indispensable. It is necessary to require it, or otherwise you will not get it.

(2.) When this preliminary examination has been disposed of, we come to the principal one, in arranging the subjects of which we have to consider what is the main staple of English education at the present day. It will not do to frame our examination on any mere theory of education. We must test a young man's ability by what he knows, not by what we wish him to know. The system of our public schools, of our two English, as well as the Scotch and Irish, universities, as well as the case of those who have not been at a university or public school, should be fairly considered in the arrangement of the plan. The knowledge of Latin and Greek is, perhaps, upon the whole, the best test of regular previous education. Mathematics are the predominant study of one of our universities. Moral philosophy is a principal subject at Oxford, no less than at Edinburgh and Glasgow. An increasing class of persons receive a foreign or an English, in contradistinction to what may be termed a classical education. Some of the candidates again may be entered at Inns of Court. Lastly, it may be remarked that there are subjects, such as physical science and civil engineering, which, notwithstanding their immense growth in the last few years, have scarcely yet found their way down into education, and in reference to which the proposed examination may be made to operate usefully. These, and similar considerations, should enter into our scheme, which, supported as it is by valuable prizes, must exercise a great influence on the higher education of the country.

(3.) The special requirements of the higher departments of the public offices appear to be chiefly two, viz., a knowledge of the principles of commerce, taxation, and political economy in the Treasury, Board of Trade, &c.; of modern languages and modern history, under which last may be included international law, in the Foreign Office. In the offices which are principally offices of account, mathematical talent may, with advantage, be insisted upon. Whether immediately wanted for the daily work of the office or not, all such attainments tend to give an official a higher interest in his employment, and to fit him for superior positions. They may also be regarded as reflecting honor on the Service. The requirement of these or any other qualifications would be determined by each office for itself, subject to the approval of the Board of Examiners, while the duty of the Examiners would be to guarantee with the special attainment the generally ability of the candidate.

In the following scheme it has been attempted to carry out the views which have preceded:—

#### FOUR SCHOOLS.

1.	2.	3.	4.
Classical Literature.	Mathematics with practical applications, and Natural Science.	Political Economy, Law, Moral Philosophy.	Modern Languages and Modern History, including International Law.

NOTE.—In the third of these Schools Political Economy would supply the requirements of the Treasury, Board of Trade, &c., while the subjects that have been grouped in the last school are more especially adapted to the requirements in the Foreign Office.

The details of these schools are left to the Examiners, with the single direction that original English composition should form a consideration element in the examination of all the candidates.

#### REGULATIONS.

1. The examiners to examine in each school, and to form a judgment separately on all the papers.
2. Two schools to be required of all candidates, and none to be allowed to try in more than two.



3. The examination on paper in each school to last for three days.
4. Each candidate to be examined *vivá voce* for one hour in any school at his option.
5. The successful candidates to be placed in order of merit.
6. A certain number of appointments to be appropriated to each examination. The choice to be given to each candidate (in order of merit) of what office he desires to enter, provided he has fulfilled in the examination the requirements of the office he selects.

The order of proceeding would be as follows:—Say on the 1st of February the candidates (whose testimonials and references had been previously approved) have assembled and pass the preliminary examination in arithmetic and English composition. Two or three days after, the examiners, as soon as they have had time to read their papers and reject those who were not qualified, would proceed to the examination in the first school. This would be carried on by two of their number, while the remaining six would be engaged in their different schools with the *vivá voce* examination of the rest. The “paper work” of the first schools would last about three days, and then would commence the “paper work” of the second school, conducted by its two examiners, while the *vivá voce* of the other three schools was also going on. At the termination of the whole the names of the candidates, or rather of as many of them as there were appointments to be filled up, would appear in order of merit, with a notice appended to the name of each, of the schools in which he had been examined. Such a list would not be difficult to make out, if there were an uniform system of marking among the examiners, which might be such as to represent fairly the general ability of the candidates, as well as the precise result of the examination. Such a system is already in use at the Education Office, and is perfectly successful.

(B). The objection of impracticability will perhaps be felt to apply more strongly to the application of the scheme to the supplementary clerks, and, in general to the humbler class of public servants, on account of their great number and dispersion through the country, and also on account of the difficulty of devising a mode by which such situations as theirs can be uniformly made rewards of merit. The experience of the Education Department of the Privy Council Office, in which as many as 1,800 certificates of merit have been given, after examination, to schoolmasters and pupil teachers in a single year, shows that no numbers occasion any real difficulty.

First, let us suppose the number of the lower class of public servants to amount to 10,000, offering, perhaps, 500 vacancies annually. It would be, as you observe, unfair to subject the candidates for these small situations to the expense of a journey to London, Edinburgh, or Dublin. The examination must be brought to them. With this view the whole country might be divided into districts. A few assistant district examiners would be required for the superintendence of the examination, who might be furnished with the questions, and might bring the answers to London after each examination, and sorting them by subjects, determine on their merits, under the control of the Central Board.

The previous scrutiny of the moral character of the candidates would be conducted in nearly the same manner for all.

#### REGULATIONS.

1. The examination to be carried on by the assistant examiners.
2. To consist of reading aloud in the presence of one of them; of writing from dictation; of arithmetic; of geography; of writing a letter, or making an abstract; of *vivá voce* on any subject calculated to test general intelligence.  
To which may be added an “useful knowledge” paper of common questions about common things.
3. The examinations of all the different districts to be brought together at the Central Office.

4. The names of as many candidates as there are vacancies, actual or probable, to be published, either in order of merit or divided into classes, according to the nature and value of the appointments.

A smile may be raised at the idea of subjecting excise men and tide waiters to a competing literary examination, as there might have been thirty years ago at subjecting village school masters to a similar test; but it must be remembered on the other hand,—

1. That such a measure will exercise the happiest influence on the education of the lower classes throughout England, acting by the surest of all motives—the desire that a man has of bettering himself in life.

2. That reading, writing, and arithmetic, a good hand, and the power of expressing himself in a letter, no less than the general intelligence tested by the examination, render the lowest public servant fitter for his position than he would be without them, and give him a chance of rising in the service.

3. The examination will relate to common things treated in a common-sense way.

4. That no other means can be devised of getting rid of the evils of patronage.

A further objection may be made to the selection of candidates by a competing examination, that this affords no test of fitness for places of trust, for which also their youth seems to disqualify them. But places of trust would not be given to youths just entering the Service, but to those whose characters were long tried in it.

In this class of public servants there would be at least as much security for high character as at present. They will have obtained their situations in an independent manner through their own merits. The sense of this cannot but induce self-respect, and diffuse a wholesome spirit among the lower no less than the higher classes of official men. Appointment by merit would not impair, but would rather increase the unity of the Public Service, while it would tend to take away from promotion by merit the appearance of being favoritism disguised.

Permit me to express, in conclusion, my earnest wishes for the success of the scheme. If carried out it will relieve public men from the abuses and from the annoyance of patronage; it will raise the Public Service; it will give all classes a common interest in maintaining its rank and efficiency. Though a subordinate aspect of it, I cannot help feeling, as a college tutor, its great importance to the university, supplying as it does, to well educated young men, a new opening for honorable distinction. The effect of it in giving a stimulus to the education of the lower classes can hardly be overestimated.

Yours, very truly,  
B. JOWETT.

BALLIOL COLLEGE, January, 1854.

## APPENDIX G.

### FIRST REPORT OF THE PLAYFAIR COMMISSION OF THE CIVIL SERVICE INQUIRY COMMISSION, 1874.

The letter dated 27th April, 1864, which the Chancellor of the Exchequer addressed to our Chairman, requested us to direct our consideration to the following points in their bearing on the Civil Service:—

1. The method of selecting Civil Servants in the first instance:
2. The principles upon which men should be transferred from office to office, especially in cases where one establishment has been abolished or reduced in numbers, and when there are, consequently, redundant employés, whose services should, if possible, be made available in other Departments:
3. The possibility of grading the Civil Service, as a whole, so as to obviate the inconveniences which result from the difference of pay in different Departments:

4. The system under which it is desirable to employ writers or other persons for the discharge of duties of less importance than those usually assigned to established clerks, or duties of a purely temporary character.

We have found it convenient to divide the subject referred to us into the following heads:—

- I. The ordinary clerical establishments of public offices :
- II. The outdoor establishments of the Inland Revenue and Customs Departments. (The minor establishment of the Post Office we have held to be beyond the scope of the inquiry.)
- III. The appointments in various offices requiring special and technical qualifications and in such establishments as the British Museum and the Department of Science and Art.

Our present Report has reference to the first head only. The second and third will form the subject of a further Report.

#### THE ORDINARY CLERICAL ESTABLISHMENTS OF PUBLIC OFFICES.

##### *Preliminary.*

The questions which we are desired to consider have arisen out of changes which have been in progress more than twenty years. Before that time the appointment of clerks in the Civil Service was a matter of patronage. Nor, generally speaking, was there any attempt to separate inferior from superior work, or to pay for it according to its merit and value. The rapid growth of the Administrative Offices rendered the evils arising from this state of things more and more apparent, and in 1853 the first serious step was taken by the appointment of the present Chancellor of the Exchequer, and Sir C. E. Trevelyan, then Secretary to the Treasury, to assist in revising various growing offices, and also to report generally on reforms in the Civil Service. They collected many valuable opinions,\* and made a general report, which may be regarded as the basis and starting point of the changes which have since been in progress. Speaking generally, they recommend:—

1. The separation of intellectual from mechanical labor :
2. Selection of clerks by open competition.

This division of labor was attempted in some offices by adding to the body of established clerks a supplementary class. The attempt broke down in some cases because the distinction between the persons appointed to the two classes, and the kinds of work allotted to them respectively, was not sufficiently maintained. Further endeavors to attain the same object were afterwards made in some large offices by creating a class of inferior clerks at weekly wages, with no permanence of tenure, and no right to superannuation, but with wages rising, either by seniority or merit, to a moderate maximum, and with the usual prospect of being employed so long as there was work to do, and as it was well done. The summary abolition of this class of clerks by the Order in Council of 10th August, 1871, led to the appointment of Mr. Otway's Committee, in 1873, and has had much to do with recent difficulties.

Nothing was done at first to establish the principle of selecting clerks by open competition; but in May, 1855, an important step was taken by the appointment of the Civil Service Commissioners, who were to examine all persons proposed to be appointed; and this was followed by the passing of the Superannuation Act in 1859, by which the possession of a certificate from the Commissioners was made, for all ordinary situations in the Civil Service, an essential condition of a right to superannuation. About the same time most of the offices adopted the plan of limited competition, under which each Department had a scale of examination suited to its own requirements, and three or more candidates were nominated, of whom the one who got most marks in the competition was appointed to the clerkship. By a subsequent development of the same plan, no person was permitted to enter for one

\* "Papers relating to the reorganization of the Civil Service, 1855."

of these competitions who had not previously passed a preliminary examination in the more elementary subjects. This system continued in force for some years, and, according to the opinions of many good judges, produced valuable results.

It was put an end to by the recent Orders in Council, under which unrestricted competitive examination has been made the only door of entry to the general Civil Service. The effect of these Orders, as administered by the Treasury, is as follows:

The work of the offices is carried on by Staff officers, by two grades of established clerks appointed under what are known as Regulations I and II, and by a fluctuating body of writers.

*The Writers.*—These do not belong to the establishment. They are placed on a register after examination by the Civil Service Commissioners, and are supplied in the required numbers to any office which asks for them; they are paid either by piece-work or at the the rate of 10*d.* an hour; have no permanence of tenure, no prospect of advancement, and no claim to pension. There are at present about 1,200 Civil Service writers employed, including boys.

*The Clerks under Regulation II.*—These are selected by open competitive examination of a moderate kind, conducted by the Civil Service Commissioners. The number of successful candidates is regulated by the number of vacancies existing at the time when the results are declared, and each candidate in order of merit has his choice. But the choice, being restricted to these vacancies, gradually becomes smaller and smaller, as one after another of them is filled up, and the last man has no choice at all. If the candidate refuses the situation which falls to him, he is struck off the list, and not only retains no claim to be appointed to fill any future vacancy, but is debarred by such refusal from taking part in any subsequent competition under the same regulation. The office has no choice whatever, and unless it rejects the clerk within the period of a six months' probation, is bound to retain him. He can rise to the top of that part of the clerical staff in his office which is recruited under Regulation II., but has no prospect of being promoted to the higher class of clerks appointed under Regulation I.

*The Clerks under Regulation I.*—These are selected by open competitive examination of a high order. They were expected to be drawn from the best class of University men, and were intended to form the superior class in those offices which need high social and educational acquirements. The practice in filling up vacancies is the same as under Regulation II.

*Staff Officers.*—These differ very widely in different offices, in number, salary, and position. In some offices they do all the superior work, and occupy the position which in other offices is occupied by superior clerks. They are appointed either from the clerks or from outside the office or the Service. They cannot get superannuation unless they have obtained a certificate from the Civil Service Commissioners, or are exempted under the special provisions of the Superannuation Act; but examination is in general dispensed with.

The clerkships in all public offices, with but few exceptions, fall under one or other of these regulations. The number admitted by competitive examination to 30th June, 1874, was—

Under Regulation I.....	20
Under Regulation II.....	284

The unequal value of the situations to be competed for under each of these Regulations is very remarkable. From a return made to the House of Commons (No. 410 of 1873), it appears that there are wide variations, both in the initial and final salaries. As an example of these, under Regulation I, we have—

Public Record Office, Ireland, £100, rising by £5 to £120, and no further.  
Treasury, £250, rising by £20 to £600, with a prospect of £1,500).

Under Regulation II the variations are equally striking, as will be seen by the following examples:—

Burial Grounds Office—£80, by £5 to £100, and no further.

Inland Revenue—£90, by £10 to £150, with prospect of £650, and the possibility of rising to £1,200 a year.

The experience of the above changes leads to the following observations on the merits and demerits of the different methods of appointing clerks:—

The advantages of the system of patronage, whether unlimited, as was the case before 1855, or restricted, as it was after the establishment of the Civil Service Commission, were,—First, that each Head of a Department was able to adapt the qualifications and pay of the clerks in his office to the peculiar wants of that office; and secondly, that the clerks, receiving their appointments as a matter of favor, and being appointed to a particular office and not to the Service generally, looked for their career to the pay and prospects offered by that office, and were less disposed than they are under the present system to claim equality with higher paid offices, and to combine for the purpose of urging their claims on the Government. These are no trivial advantages.

On the other hand, the objections to patronage were,—First, the obvious and popular one, viz., the danger of jobbery;\* secondly, the tendency to create places in order to satisfy applicants; and lastly, the tendency to maintain the system under which the higher work of an office was mixed up with the lower, so that the nominee of a Minister entering by a low examination might be promoted without further test to a superior position.

It may seem superfluous thus to discuss a question which is settled by public opinion, more especially as we are informed by the letter of the Chancellor of the Exchequer that the Government desire, as a general principle, to uphold a system of selection according to merit as opposed to selection by the simple exercise of patronage. But it will be seen in a later part of our Report that one of our principal objects has been to secure the advantages arising from the selection of clerks suitable to any office by the persons responsible for its administration, at the same time that we avoid the evils of patronage by adopting competitive examination as the test of eligibility.

As regards appointment by competition, there seems to be no doubt that both the limited competition which existed before the recent Orders in Council, and the open competition for clerkships under Regulation II., have produced good candidates.

But open competition raises the following serious difficulties:—

Firstly. The wants of offices are very different, requiring different capacities and acquirements, and consequently different pay. It is impossible to have a separate competitive examination for each place; and any uniform and general competitive examination must be too high for some places and too low for others, or where not too high or too low, must, if it is appropriate to some places, be inappropriate to others.

Secondly. It may well be doubted if any examination can effectually test a man's real and permanent capacity for the practical business of life.

Thirdly. The acquisition of clerkships by success in a competitive examination places clerks in a relation towards their employer, the State, very different from that occupied by persons who owe their places to personal selection.

The first two of these difficulties have a direct bearing on the efficient organization of the Civil Service; whilst the third has more immediate relation to the feelings of Civil servants. In neither of these respects, nor yet in point of economy, can the administration of the recent Orders in Council be considered successful.

First, as regards efficient organization. As above stated, three descriptions of clerks were provided for. At the bottom were to be Civil Service writers, to whom

\* Where a Head of a Department has to appoint a lad, so young that he can know little about him, to a clerkship so low in the office that he is not affected by the way in which the clerk does his work, personal or political objects may well prevail, and it is for such cases that selection by competition is needed. Where he has to appoint a man of mature age, whose character is formed and known, to a post the work of which tells directly on the business of the office, reason and experience alike teach that his personal discretion will, in general, be carefully and honestly exercised.

the lowest and most purely mechanical duties were to be committed. No one wishes to preserve this part of the scheme; and as it is more fully discussed below, in the answer to the Chancellor of the Exchequer's fourth question, we forbear to dwell upon it here. The established clerical service was to consist of two distinct grades of clerks, the one admitted by a very high, the other by a comparatively low competitive examination. It may have been intended that each office (after eliminating the Civil Service writers and their work) should contain a certain proportion, varying according to its work, of clerks of both grades, differing from each other in pay, prospects, and position throughout their whole careers, each grade performing a distinct class of work. But assuming this to have been the intention, the distinction is not applicable to the real facts and wants of the Service. The work cannot be divided in the manner proposed. The standard of qualifications under Regulation I. is too high. The method of choosing and determining the superior officers of an important Department for the whole of their official career by the test of passing a literary examination at the age of leaving school or college is, to say the least, an extremely doubtful one; and the result is not approved in the office which has had the greatest experience of it. A further and a very formidable objection to such a scheme is to be found in the barrier to promotion by merit from the inferior to the superior class. The effect of this objection there has not yet been time to experience in any office; but that it will be serious cannot be doubted, when it is considered that the pay, position, and work of the inferior class is, in many cases, as high as that of the superior class. As a matter of fact, these objections have proved so strong that the above intention, if it was the intention, has only been carried into effect in a very few offices. Some offices evade it by the expedient of employing numerous Staff officers instead of clerks under Regulation I.; and many offices have preferred to organize themselves entirely under Regulation II., so that the whole of their establishments are recruited under the comparatively low examination of that regulation.

The result is, that whilst in some offices clerks appointed under Regulation II. can rise to places of great trust, importance, and value,—in other offices, whose clerks are appointed under both regulations, clerks appointed under the same Regulation II., and presumptively equal in capacity, are relegated to inferior duties and positions; and at the same time it may, and occasionally does happen, that even clerks appointed under the comparatively high examination of Regulation I., fail to obtain work or pay as high as is given in other offices to clerks appointed under Regulation II.

In short, the distinctions effected by these two regulations do not apply to the facts of the Service, and the consequence is, that where Regulations I. and II. exist in the same Department the division of labor contemplated by them cannot be maintained, while in a Department recruited wholly under Regulation II. there is no division of labor at all, except that which was contemplated by the establishment of Civil Service writers, which is wholly inadequate and has failed.

Nor, in point of economy, has the recent change been successful. In the first place, the objection to the system of writers, now universally admitted to be well founded, has led to the creation of a larger number of clerks under Regulation II. with comparatively high salaries, than would be necessary if, as we suggest below, the lowest class of permanent work were intrusted to a properly paid and organized class of clerks. In the second place, there has been, and is, a tendency to create highly paid appointments under Regulation I. Although entrance by examination under this regulation has scarcely been brought into operation, several Departments have obtained for their existing clerks the high rates of pay appropriate to the clerks expected to enter by an open competitive examination of the highest order, and have, in some instances, obtained them with a lavish liberality. In these two ways the recent changes have not tended to economy in the Public Service.

It is, of course, inevitable that there should be inequalities of pay in the Civil Service. In the Army or Navy there is uniformity of duties, which points naturally to uniformity of pay, though not to uniformity of promotion. But in the various

Departments of the State there is the utmost variety of work, some part of it requiring a high order of intelligence and discretion, and other parts only involving fidelity and diligence in the performance of routine duties. Even in different branches of the same Department this variation in the conditions of service prevails. Hence it is not surprising that there should gradually have arisen great variety in the scales of salary, and in the rates of promotion, throughout the Service.

But these inequalities have been artificially increased by the introduction of Regulation I. and Regulation II.; they have been placed in an invidious light by the application of a common competitive examination test; and that test has been so applied as to prevent any appropriation of the different places and pay to the candidates specially suited for them.

Two clerks, who have passed the same examination, may pass into different offices. The more fortunate clerk may find himself in an office of high pay and quick promotion, while the other may be in one where pay is low and promotion is in stagnation. At the end of a given number of years, without superior merit on one side or demerit on the other, the two clerks, who started with equal claims, would find that whilst one had advanced with rapid strides the progress of the other had been stopped.

Clerks who have been admitted by open competition are led to conceive themselves wronged if they are not equally well off with all who pass the same examination; they look upon their career as a matter of right; and they combine to get their claim to equality listened to. Again, clerks under Regulation II. find themselves frequently doing work as high as, or higher than, that done by clerks in the privileged class, and they naturally are discontented, and press for equality. Nor is this all, for we find, as a matter of fact, that the existing clerks who have not entered the Service by competitive examination are rendered discontent if the same benefits are not extended to them as are held out to the successful candidates in future competitions. In all these ways the present system of competitive examinations tends to promote discontent and extravagant claims.

The discontent which undoubtedly prevails to some extent in certain branches of the Service has thus been aggravated by recent changes. It cannot, however, be wholly attributed to these changes. The prices of various commodities have greatly increased within the last few years, and rates of wages are, as a rule, higher than they were. Many employers of labor have had to increase the salaries paid to their clerks, and it is not unnatural that clerks in the Civil Service should expect a similar increase.

Under these circumstances we have endeavored to ascertain what is the present market value for clerical work by procuring the scale of clerical salaries in many large private establishments, under which term we include Railway Companies, the Railway Clearing House, the Mersey Board, Banks, Insurance Offices, and Firms of Solicitors; and the results will be found in the Appendix. It is not easy to form a complete comparison between different scales of work and pay, the conditions of which vary so widely. But we think we are justified in stating that, taken as a whole, the pay of the Civil Service, including fixity of tenure and superannuation, compares favorably with that given in private establishments, whilst for the lower class of clerical work it is certainly higher.

Again the hours in private establishments are generally from about 9:30 a.m. to 6 or 7 p.m., whilst those in the Public Service are generally from 10 to 4 or from 11 to 5.

Again, private establishments differ from public offices in being free from any rules or practice of promotion by seniority or routine, for they generally, if not universally, advance their clerks and select them for the higher posts simply according to their merit and value. The result is that in these establishments, by a process of natural selection, able and industrious men have a better chance of promotion, whilst men of inferior capacity remain through life in inferior positions. A further feature in which most private establishments differ from the public offices is, that their clerks constantly change service and leave them for better appointments else-

where, a thing which—to whatever cause it may be attributed—is of rare occurrence in the Public Service.

The following, therefore, are among the difficulties which we have to endeavor to meet:—

1. To frame such a plan of general selection by competitive examination as will fairly meet the general requirements of the Service, and will at the same time admit of a certain degree of freedom to the Department in choosing the man it wants, and of a certain degree of freedom to the candidate in choosing the place which suits him.
2. To reconcile, as far as possible, the place and position to be acquired by success in a competitive examination with freedom of promotion on account of merit.
3. To arrange the principles of payment and promotion, so that in all offices there may be both reasonable prospects for all deserving men, and means of further rewarding the more efficient, without unduly burdening the public purse.

Unless these difficulties can be solved more or less perfectly, we shall be unable to give a satisfactory answer to the questions referred to us. They are, no doubt, formidable, and it would be presumptuous to say that our proposals will certainly and finally dispose of them. But we think that the general scheme which we are about to propose affords a fair prospect of success, if it is reasonably and efficiently administered. Under these circumstances we proceed to consider the questions in succession.

#### 1. *The Method of Selecting Civil Servants in the First Instance.*

We have already pointed out the difficulties of selection by competitive examination, and the objections to which the present system is open, owing, chiefly to the great range of the duties to be provided for, extending from the highly responsible duties of the chief clerks of a political department to the merest routine of accounts or registration.

For such a range no one standard of examination can possibly be suited, and we propose, in the first instance, to separate from the superior service the very large class employed on work of a lower character, and to have different systems of examination for the two divisions. The mode in which we propose to effect this separation is given below in considering the third of the questions referred to us. It is only necessary here to observe that this separation is of a different kind from that which exists between Regulations I. and II. of the existing scheme, according to which whole Departments, including inferior as well as highly paid and responsible officers, are recruited under the simple examination of Regulation II.

The mode of selecting clerks for the lower division of the Service presents comparatively few difficulties. Their work, pay, and prospects will in all branches be comparatively uniform. There is, therefore little need, either for variety in the examination, or for selection on the part of the office on the one hand, or of the candidate on the other. We recommend that the Civil Service Commissioners should hold twice a year, or more often if necessary, competitive examinations in subjects included in the range of an ordinary commercial education. These will be the same, or nearly the same, as are now prescribed for examination under Regulation II., which was sufficient for the inferior, but insufficient for the superior clerks brought in by that standard.

A list of those who are the most successful in the competition should be made out in the order of merit, and this list should, in order to prevent delay in filling up vacancies, and also to provide for temporary service as described below in answer to the 4th question, be in excess of the number of permanent clerkships which are likely to be vacant. From this list the Civil Service Commissioners should, on application from any Department which has vacancies, supply the requisite clerks. As a general rule, they should be supplied in the order in which they stand on the list;



but it should be competent to any Department to make special application for, and to the Civil Service Commissioners to supply a clerk who has in his examination shown special qualifications in any particular subject.

The period of probation should not be less than a year, and if a clerk is rejected by his Department within that time, the rejection should be signified to the Civil Service Commissioners, with the reasons. If those reasons are, in the opinion of the Civil Service Commissioners, sufficient to show that he is unfit for the Service generally, he should be struck off the list; if not, the Commissioners should have the power of giving him a trial in another Department.

The limits of age within which a candidate should be appointed to the lower division should be from 17 to 20, except in the case of boy clerks.

Boy clerks (concerning whom more will be found below in our answer to the 3rd question) should be admitted from 15 to 17 years of age, by a competitive examination of a very limited character. After approved good service, they should be allowed to compete among themselves for a limited number of appointments to clerkships in the lower division, at an examination to be held in the subjects prescribed for admission to that division. Those who do not obtain appointments as clerks should not be retained in the Service after completing their 19th year of age.

The examination for the higher division of the Service cannot be so simply disposed of. The variety and range of duties in this division of the Civil Service (after those committed to the lower division are eliminated) are so great, that no one examination will *by itself* adequately test the various capacities required. And the variety of pay and position necessarily attached to these different duties is also so great that any attempt to make them all depend simply on success in a literary examination must end in injustice, discontent and failure.

Various expedients have been suggested to meet these difficulties. We have already stated the objections to the one adopted by the existing scheme. Another suggestion is to group the offices according to their several duties; to attach different examinations to the different groups; and to adapt the pay of each office to its examination; whilst a further modification of this suggestion is that the different divisions of the same offices should be distinguished, and be recruited by a higher or lower examination according to the character and importance of their work; and that their pay should vary accordingly.

But these suggestions are inapplicable to the facts of the Service. The offices are not distinguishable into well-defined groups, some requiring high and others low capacity. On the contrary, there is every gradation from the highest political office to the merest routine office. There is scarcely any office of importance which does not itself require a wide and varied range of duties. In many, perhaps in most, of the offices, and especially in those which are partly political, partly administrative offices, and which form so large and so increasing a portion of the whole Service, the range of duties comprises the faithful superintendence of a routine administration on the one hand, and versatility, tact, judgment, and the power of dealing with new cases on the other. Nor can the distinction, which it is thus impossible to draw between different offices, always be drawn between different divisions of the same office. In general, each division of an office, as well as each office, comprises a range of duties which makes such a distinction impracticable.

Under these circumstances a Service in which one office or one branch of an office, is distinguished from another by barriers so artificial as those above suggested, would neither be a successful nor a contented Service. Such a scheme would, moreover, be open to the further serious objection that it would put a stop to one of the most useful stimulants to good service, viz., the possibility of appointment to the clerkships in the more highly paid offices or branches of an office from amongst the clerks who have given proof of their industry and ability in offices or branches which are less highly paid.

We are satisfied, after much consideration, that the only mode in which these difficulties can be met is to combine with selection by competitive examination a

certain amount of freedom of choice, both on the part of the offices and of the candidates. And we think that this can be effected in the following way:—

We propose that all candidates for the higher division should first pass a preliminary test examination, open to all persons above 17. There should be (say) four examinations in a year in London, Edinburgh, and Dublin; at which the subjects should be,—

1. Handwriting,
2. Arithmetic (including vulgar and decimal fractions).
3. English composition.
4. Geography.
5. English history.

By this examination, which would not be competitive, candidates obviously incompetent would be sifted out in the first instance.

Having passed this preliminary examination, candidates should be eligible for the second examination, which would be held twice a year in London. This examination would be competitive, and it should be of such a character as to suit young men from 18 to 23, adequately trained at a good public school, good private school, or university. The competition should be limited to a small number of subjects, selected by the candidates out of a list of subjects prepared by the Civil Service Commissioners in consultation with the Departments. This competition would determine the successful candidates, who should be placed in alphabetical order, subsequently, any successful candidate might offer himself for an examination in any other of the subjects in the list, and, if successful, the fact that he had so passed should be noted against his name in the list.

There remains the question, on what principle the select list should be framed, *i.e.*, whether by taking up such a number as might be required those who obtained the greatest aggregate of marks, or by placing upon it all those who came up to a certain standard in a certain number of subjects; this standard to be determined by experience with reference to the average supply of qualified candidates and the average demand for them.

The first of these two methods has some advantage in point of simplicity, but it is liable to objections on other grounds. Both satisfy equally the conditions of competition, though open standards have the advantage of the experience of our great Universities, and by the aid of good examiners under the Civil Service Commission might be made to produce satisfactory results without creating an undue balance between supply and demand. Any system which attempts to range candidates according to the aggregate of marks obtained in a variety of subjects must be attended with peculiar difficulty, involving as it does the problem of estimating with strict numerical accuracy the relative values of different kinds of knowledge and ability, displayed, it may be, in widely different branches of study.

The number of candidates selected should be such as might suffice to maintain a list somewhat in excess of the number of vacancies expected during the following six months. When the candidates have thus, by successful competition, been placed on the list, with or without honors, they should be eligible for appointment by any Department which has a vacancy, but should have no claim to an appointment. As vacancies occur in the several Departments, the Head of each Department should be able to select for the place any one of the candidates on the list.

The candidate should be at liberty to accept or to reject the place, and if he rejects it, his name should still remain on the list until he has attained a certain limit of age, say 25, at which time, if he has not obtained any appointment, he should be struck off the list.

The Head of the Department selecting the candidate would thus have before him the whole list, including a statement of the subjects in which the candidates have succeeded in the competition, and of the extra subjects (if any) in which they have passed in honours; it would be in his power to make the passing in any one or more of those subjects a condition of appointment to all or any of the clerkships

in his office as occasion might require; and he would have the further opportunity of making any enquiries he might think fit concerning the character and antecedents of the candidates on the list.

The candidate, on the other hand, would have the right of refusing any place which he did not like, reserving his chance of a better or more suitable appointment.

There would thus be considerable freedom of selection on the part of the office, and of refusal on the part of the candidate. The general standard of the Public Service would be maintained and raised, for no candidate would be capable of appointment unless he had first obtained a good position in a perfectly open competitive examination of a high character; the wants of each office would be consulted, for there would be an opportunity for personal enquiry, and for the application of tests of special and additional qualifications; the candidate would voluntarily accept his place and career on the personal offer of the Head of Department, and having so accepted it, could not subsequently make the necessary inequalities of the Service a fair ground of complaint.

When to this is added the proposal, which we make below, to the effect that all persons who thus enter the Service shall have the prospect, if found by experience to be capable and industrious, of attaining a fair competence, we think that the system of entry into the Service by competitive examination will no longer afford the motives for discontent and extravagant claims which we have stated to be among the evils of the present system.

We are aware that it may be said that this is a partial return to the system of patronage. We admit that it is so, to the extent of giving to the Head of the Department the power and the duty of exercising some choice in the appointment of his clerks, and we think that it is right in the interests of the Service that it should be so. But this power is granted by an open competitive examination which will effectually prevent any Head of a Department from appointing clerks unless they possess ample educational qualifications.

It may also be said that a candidate who has passed a very high examination may still receive an appointment of much less value than one who has been beaten by him in competition, or has failed to pass in so many subjects. But this objection assumes that comparative success in a literary examination confers, not merely a qualification for service, but an absolute title to a comparatively high rank in the Service—an assumption which seems to us to be entirely unfounded, and to be contrary to the best interests of the Service.

Lastly, it may be said that a successful candidate may never receive an appointment at all, and that thus the examinations will become discredited. But this, to say the least, is extremely unlikely, and whatever loss the Public Service might suffer from this cause would, in our opinion, be more than compensated by the advantage of securing that the Heads of Departments should choose their officers.

After a candidate has obtained his appointment, he ought to remain on probation for a year. If not then confirmed he should be dealt with in the same manner as candidates for the lower division of the Service are dealt with under similar circumstances.

We have received, and have considered with much care, representations from civil servants, to the effect that under the old system of patronage they were in the habit of receiving from Ministers appointments for their sons and relations; that this opportunity of providing for their relations has been lost to them by the recent changes, that this practice was of great value to them, more especially as public servants have not the same opportunities as persons in private employ, of procuring employment for their children; and that, at the same time, it produced a body of trustworthy public servants, animated by a certain *esprit de corps*, and by useful official traditions.

We think that there is much force and truth in these representations, and we should be glad if good service to the State on the part of the father could be made the ground for giving to his children any special opportunity for rendering similar

services. But, after careful consideration, we do not recommend that any exception should be made to meet these cases.

The children of public servants will, under our scheme, have equal opportunities with all others of competing for the list of eligible candidates; and when once on that list, the advantages which they used to possess will still have their fair and proper weight. But if certain places were set aside for the children of public servants, or if they were placed on the list of eligible candidates without proving the usual qualifications, the result would certainly be either that, as a rule, such candidates would really possess inferior qualifications, in which case the Public Service would suffer, or if not really inferior, they would be supposed to be so, and would thus occupy in the Service the position of a despised and inferior class.

II. *The possibility of grading the Civil Service, as a whole, so as to obviate the inconveniences which result from the difference of pay in different Departments.\**

We have already referred to the various attempts made to grade the Civil Service, according to the character of the work, from the Report of the Chancellor of the Exchequer and Sir C. E. Trevelyan in 1853 down to the recent Orders in Council. The history of these attempts shows how important this object has been considered, and how serious are the difficulties to be encountered in effecting it. The principal cause of these difficulties is to be found in the fact (which was not sufficiently recognized in making the recent changes) that there is in most offices work of all sorts, from the merest routine to the most important, and a complete gradation between the two. The tendency of the growing offices has been to employ as much inferior labor as possible; whilst, at the same time, they have been compelled by stress of business to commit to men engaged on low terms any work which they could not get done by established clerks. The result is that clerks on the superior establishment, supplementary clerks, temporary clerks engaged on weekly wages before the recent Orders in Council, and even Civil Service writers, are too frequently employed side by side on the same work. Where permanent supplementary clerkships have been created for the performance of inferior work it has been found, under a system of patronage, that men of the same social rank and education as the higher established clerks were appointed to these clerkships, and great confusion was the result. The system of temporary clerks on weekly wages succeeded well enough for the few years during which it was tried. But it was put an end to by the recent Orders in Council, before it had lasted long enough to reach the real point of difficulty, viz., the time at which good temporary clerks who had passed many years in rendering efficient service might have expected further promotion and reward or superannuation. Moreover, the terms on which these temporary clerks were engaged having been once set aside by the Government without fault on their part, and without the assent of the Departments which employed them, it will be difficult for the future to induce good men to accept such terms. The expedient of employing Civil Service writers has proved even more unfortunate. No stimulus exists for men who have nothing to look to beyond a uniform 10*d.* an hour; and, as a matter of fact, the evidence, almost without exception, proves that the system is as unsatisfactory to the Departments as it is to the men themselves.

The division of labor is, therefore, as experience shows, beset with difficulties. It is nevertheless, in our opinion, the key of the position.

The amount of simple routine work in the bulk of public offices is very great in proportion to the amount of work of a higher class. The mechanical and monotonous labor on which clerks must, under such circumstances, be so long and continuously employed in offices where no division, or an inadequate division, of labor exists, does not, by any means, as a matter of course, fit them for discharging the

\* The question of transferring clerks from office to office depends upon the classification of the clerks, and we therefore propose to consider, first, the possibility of grading the Civil Service.

duties of those higher posts in the Service which involve responsibility, discretion, and power to direct work, and to deal with the outside public in such a manner as to uphold the credit and efficiency of their Departments. It need hardly be pointed out that, having regard to the limited number of these higher posts, it would be a great waste of power to require that all the clerks employed in the Service should have received a sufficiently liberal education to fit them to fill such posts with efficiency. But even those so fitted in the first instance, unless, from some exceptional circumstances, they have, at an early period of their career, had work given to them which develops their powers, are apt to degenerate into mere mechanics, and become incapable of the exercise of higher qualities. The routine work in which they have been so long engaged, and with which they are so familiar, appears to them to be the end instead of being merely the means to the end. They cannot distinguish and separate the substance from the form in which it has always been presented to their minds, and the result is that a large number of the general body of clerks are not qualified to fill efficiently the higher posts in the Service.

Another consequence of not distinguishing work of an inferior kind from the more important work of the Service, is the discontent to which it leads. Although, as we have said elsewhere, the pay of the clerks in the Civil Service, as a whole, compares favorably with that of clerks in private employ, the former in many large offices suffer under a real evil in the slowness of promotion which is the necessary consequence of very large numbers in the lower, as compared with the higher classes, all having a presumptive right to rise to the classes above them, and few of them having any real prospect of doing so. This is, in our opinion, the real grievance of the Service, and it can only be met either by paying extravagantly for inferior work, which is, of course, out of the question, or by distinguishing the work and pay so that the mass of the inferior work may be entrusted to a class of men to whom comparatively low salaries will be an object, and so that all those who do superior work may have a fair prospect of increase of pay and promotion.

Unless, therefore, some division of labor and of pay can be effected, it is impossible to establish either any general system for testing efficiency, or any system of pay or promotion which will stimulate and reward efficiency, or remove grounds for discontent.

It appears to us that, under these circumstances, there is no other possible way, if due regard be paid both to the economy and the efficiency of the Public Service, of providing for the range of work which exists in public offices, than by making a distinction between those classes of clerks who do the higher and more responsible work, and those who do the inferior work. To carry this out under a system of open competition, it is necessary that there should be, as we have proposed above, two separate and distinct schemes of examination for admission to the Public Service, and two separate and distinct grades of clerks, the comparative numbers in such grades varying widely, of course, in different offices, according to the character of the work of each. To each of these grades, certain service rates of pay should be attached throughout the Public Service, and persons should be appointed on the distinct understanding that they have no claim to go beyond the maximum of the service salary of the grade in which they are placed, and that any further advancement must depend on special official aptitude. Clerks in the lower division, of which the work will be uniform throughout the Service, should also understand distinctly that they are to serve in any office under the State where they may be wanted.

Beyond these two grades of clerks there would be staff appointments, including such officers as chief clerks and principal clerks, of which the number and pay should be fixed with reference to the work of each Department. The selection of men to fill these offices should be left entirely to the Heads of each Department, with the full understanding that, within the office, merit and not seniority is the condition for selection, and that recourse may, if necessary, be had to the outside world. The responsible Head of a Department has so strong an individual interest in having these appointments efficiently filled, that he is not likely to abuse this

power, even if it be optional with him to appoint to such offices from outside the Service. As pointed out by Sir Louis Mallet in his evidence, any thoroughly competent man already in an office has a great advantage over an outsider, and is certain to get his due. It might be well, however, that all staff appointments should be included in an Order in Council.

The rate of remuneration to be fixed for the lower division of clerks should only exceed the rate fixed for similar work in the open market by such an amount as will attract to the Public Service the *élite* of the class employed on similar work outside of it—that is, the *élite* of that class of persons by whom such situations would be valued as offering them better pay than they could otherwise obtain. An excessive rate of pay for such work, more especially when admission to the Public Service is regulated by open competition, attracts men of a class employed generally upon higher work outside, and men who are capable of performing much better work than that required of them. Such men, finding their position fall short of their expectations, are not the most efficient agents for the performance of the work they have to do. Too often they either become disheartened and lose their energies altogether, or devote them to matters outside of the Service, or to an agitation for levelling up their salaries to those of some other Department in which the rates are higher. Nor is this to be wondered at. They know that their own salaries are not fixed with reference to the work which they have to do, measured by the salaries paid in the open market, and they see no reason why they should not be paid as well as the highest paid Departments, in which, presumably, the rates of salary have as little relation to the character of the work as in their own.

With these views we think that the salaries of the lower division should commence at £80, and rise by triennial increment to £200. Beyond this there should be a few places in each office, with duty pay not exceeding £100 a year, which may be given to clerks in this lower division, if they have special aptitude, thus conferring on them a rank like that of non-commissioned officers. These increments and this duty pay should be given in the same manner and on the same conditions as the service scale increments, and duty pay in the higher division, as detailed below.

We have taken a great deal of evidence respecting boy clerks, from which it appears that their employment, under proper supervision, is both desirable and economical. In every office there is some work which can be done by boys as efficiently as by men. The experience of the Civil Service Commissioners, as described in the evidence, is that a very ordinary boy, early in his career, will do more than half a man's work, while he can be got for less than half a man's wages, and that the best boys will do more than an average man's work. The aptitude, moreover, which he gains while a boy clerk, renders him at once valuable to an office when he succeeds in obtaining the position of a man clerk. We, therefore, propose that the lower division should embrace a class of boys, a limited number of whom should be promoted to be clerks after approved good service, those not so promoted being discharged on attaining their nineteenth year of age. The manner in which these boys shall be selected and promoted we have explained in answer to the first question.

The whole of our proposals on this part of the subject are based on the assumption that the lower division is recruited strictly as we suggest. Any attempt to recruit this division from such men as form the main body of Civil Service writers would result in the collapse of the whole scheme we have recommended; though, as we state hereafter, we do not doubt that among the writers there do exist men who would be well fitted for the new body. But we cannot too strongly state our conviction that, to a large extent, the efficiency of the Public Service will depend upon this lower division being recruited from the men whom the proposed terms of service will attract in the open market. Not only is the efficiency of this division, in itself, a matter of the gravest importance, but it also affects most seriously the constitution and numbers of the higher division. Unless the lower division is able to take a large proportion of the work now done by established clerks, our scheme would be unjustifiably extravagant.

The rate of remuneration to be paid in the higher division should be such as would attract men of a liberal education, who would otherwise go into the open professions. The possible prizes would of course be much smaller than those attainable outside the Service; but the credit of serving the Government, the character of permanency, prospect of pension, and other advantages which obtain in the Civil Service of the Crown, would by many be regarded as a sufficient inducement.

The rate of salary which we recommend for this division is £100, rising by triennial increments to a maximum of £400, so arranged that a clerk whose increments are awarded without stoppage or deduction shall reach his maximum in (say) twenty-four years from his first entry into the Service. These rates of pay should be uniform throughout the Service. Besides this, the clerks in this division should, if qualified have the prospect of the duty pay mentioned below, and of appointments to Staff offices.

We recommend these rates of pay on the assumption that the number of the higher division will be comparatively small, owing to the existence of an efficient lower division.

These clerks should be required to go through carefully and to master all the details of the more simple and routine work which the lower division are employed upon. This should be done during their period of probation. If at the end of that period they have not succeeded in doing this, and in satisfying the Head of their Department that they are likely to become useful members of the higher division their appointments should not be confirmed.

It has been strongly urged by some of the clerks who have given evidence before us, that all divisions into classes should be abolished, and that advancement (except in the case of Staff appointments) should be confined to periodical increments of salaries, depending upon the individual merit, or rather the absence of demerit of each clerk. They think that a clerk's advancement should not depend upon the vacancies in the class above him, but that those who are not unfitted for advancement should proceed without any stoppage to the maximum allowed for the general body of clerks. The reasons in favor of such a scheme are not without force. But, independently of the fact that such a scheme would be a costly one, we think that its application, in the unlimited manner advocated by certain clerks who have given evidence, would neither conduce to the efficiency of the Service, nor be beneficial to the best interests of the men employed. Periodical increments to men employed from year to year upon the same work can only be justified on the ground of the increased value that their accumulated experience and increased efficiency afforded to the State. These increments are now given in most offices as a mere matter of course, and are never suspended unless on the grounds of culpable neglect of duty. We think, however, that increments should only be allowed upon a certificate from the immediate superior of each clerk, countersigned by the Head of the Department, to the effect that the conduct of the clerk has been, in all respects, satisfactory. Although certificates and reports upon the conduct of individuals are too often given as mere matters of form, there is a wide distinction between requiring a certificate before a man's increment is paid, and giving the increment as a matter of course, unless an unsatisfactory certificate is specially given. A Head of a Department may shrink from voluntarily coming forward and saying that a clerk ought not to have his increment, when, if he were bound to give a certificate under any circumstances, he would take care that he did not certify that the character of a man was in all respects satisfactory, unless such certificate were in accordance with the facts. We think, moreover, that instead of increments accruing annually, as is now commonly the case, they should accrue triennially, and that the giving or withholding of such increments, either in the whole or in part, should be determined by the Heads of the Department, after considering the reports of the clerk's conduct during the preceding three years. In cases of great demerit no part of the increment would, of course, be allowed.

But no system of advancement by periodical increment only, whatever the safeguards might be, could replace, with advantage, the system of promoting by selection. The stimulus to merit would be gone. There would be no possibility, except in the

case of staff appointments, of rewarding exceptional merit. Increments would inevitably be given, not on the ground of special fitness, but on the ground of absence of unfitness; and all the evils attending promotion by seniority would continue to exist in the Service. For these reasons we are only prepared to recommend what is known as a Service scale, within the limits mentioned above.

The grading which we have recommended, coupled with the rise of salary by triennial increments to £400, will have the effect of giving to every clerk who obtains an appointment in the higher division, and who conducts himself diligently and properly, the prospect of obtaining a fair competency, and will thus do away with the grounds for discontent now caused by the want of promotion. It will also, by giving to all a prospect of a competency, have the important effect of facilitating the further promotion by merit, which we now proceed to recommend.

It must be obvious that no possible scheme can or ought to secure to every man an equal chance of promotion. The number of prizes in each office must depend upon the work to be done, and nothing short of a system of promotion based upon seniority, not departmental but general, could secure to all clerks throughout the Service equal chance of advancement. Such a scheme is quite out of the question. Not to mention its extravagance, it involves the fatal principle of making promotion depend solely on seniority. To this we are strongly opposed. It materially impairs the discipline of a Department, and tends to encourage a state of indolence which is disastrous to the best interests of the Service. The experience of such establishments as the London and North-Western Railway, the Mersey Docks and Harbor Board, the London and Westminster Bank, the Railway Clearing House, Messrs. Glyn, Mills, and Co., and of many private firms of Solicitors, as will be seen from the evidence or information given in the Appendix, is very striking upon this point. Promotion on the ground of merit alone is regarded in all these establishments as an essential element of successful administration.

We think that in the Public Service, also, promotion should depend solely upon merit. The public officers are now divided into classes, and promotion consists in the removal from an inferior to a superior class as vacancies arise in the latter. It is the practice in several public offices to take the list of clerks in order of seniority, and to promote the first man who is stated to be not unfit for promotion. Although this plan is, undoubtedly, an improvement upon promotion by mere seniority, it is nevertheless, in my opinion, open to serious objection. Promotion should be a stimulus to merit. A man should be promoted, not because those above him are unfit, but because he is the best man for the place. If this course be pursued, no man is branded as unfit, and it would not at all follow that the senior man, passed over for one promotion, might not be the fittest man for the next. It is urged, however, by many that promotion by merit would in many cases degenerate into promotion by favoritism. No doubt this is possible, if Heads of Departments, setting aside justice, are so foolish as to prefer comparative inefficiency to the best service and assistance they can get. But the alternative lies between seniority and selection, and we have no hesitation, both in the interests of the Public Service and of the public servants themselves, in strongly recommending that the latter system should be followed. The greatest possible publicity should be given to all promotions, and the partiality of individual judgment should be guarded against by the Heads of Departments calling into council the officers responsible for the work of the clerks from among whom promotion is to be made.

The numbers in the present classes have been arranged, not only with the view of attaching higher pay to higher work, but for the purpose of creating a general system of promotion. The latter object we have already provided for by our Service scale, and we think that any further pay or promotion should depend entirely on the amount and character of the superior work which has to be done, and should only be given for the actual performance of this work. In allotting these prizes the best qualified man should be selected without regard to any other consideration.

We therefore recommend that, according to the present practice of the Bank of England and various private banks and commercial establishments, special extra



rates of payment, to be called duty-pay, should be attached to superior duties and work of a special character. This duty-pay should be given in annual payments of various amounts, say £50, £100, and £200. The amount of these duty payments would be the same in different offices, but their number would vary according to the work of each.

The result of the whole scheme will be that whilst by the Service scale each clerk is certain, with moderate ability and good conduct, to rise by successive increments to a fixed maximum of £400, there will also, when the work requires it, be a collateral scale of duty payments to be awarded, without regard to seniority, to the most competent, by which he may rise to £600, and beyond this there will be the staff appointments, open to all clerks who are competent to fill them.

The Service scale will thus preserve a certain uniform minimum of pay throughout the higher division of the Service, at the same time that the duty-pay and staff appointments will afford the means, not only of rewarding merit, but of distinguishing between different officers. In offices, such as the Treasury, where the class of duties is high, the proportion of persons receiving duty-pay will be large; in the accounting offices it will be small. Thus, apart from other inducements, the large number of duty payments, coupled with the prospect of more numerous staff appointments, will give the most important offices the means of attracting the highest abilities.

We do not, it will be observed, propose to give a large salary to newly-appointed clerks, even in the higher offices; for we are of opinion that the salary should be low in the earlier years of the Service, and should rise more rapidly as a clerk gets older, when his responsibilities in life increase and the value of his experience becomes greater to the State. The example of the open professions, and the practice of private firms and establishments, strongly confirm the view that good service will be better secured by good prospects in later life than by a high initial salary.

It would be very desirable that an office like the Treasury, which affords large prospects of promotion, and which exercises control over other Departments, should from time to time offer its junior clerkships as rewards to the best of the junior clerks in those Departments, not only because experience would thus be gained by the Treasury, but also because it would be a stimulus to exertion in other Departments. Indeed, we think it would be desirable that a limited number of such transfers should be made from the junior ranks of the less important offices to all other offices in which the importance of the work is such as to justify a large proportion of duty-pay and staff appointments. The plan suggested would tend to equalize promotion throughout the Service, and prevent the narrow restrictions of Public Service to special Departments with their necessarily varying prospects. But it would be necessary to limit such transfers to persons who have entered the Service by the higher examination, and whose merit is proved by departmental reports.

Promotion from the lower to the higher division of the Service should be a matter of rare occurrence. This is necessary, if there is to be any educational test for the higher division; and it is reasonable, not only because the original qualifications are lower, but also because the character of the work in the inferior grades will be rarely calculated to develop superior capacities. Such a promotion should not take place without a certificate from the Civil Service Commissioners, granted upon a special recommendation of the Head of the Department, and with the assent of the Treasury, and should be published in the *Gazette*. The lower division should, however, have some extension of time allowed to them beyond that fixed for the outside public, during which they may be eligible to compete for admission to the list of candidates for the higher division. Such a privilege should only be extended to those whose conduct has been perfectly satisfactory in every respect to the Heads of the Departments in which they had been serving.

We have taken evidence regarding the employment of female clerks. The experience of the Post Office, as will be seen by the evidence, shows that women are well qualified for clerical work of a less important character, and are satisfied with a lower rate of pay than is expected by men similarly employed. We, therefore, see no reason

why the employment of female clerks should not be extended to other Departments where the circumstances will admit of it.

In the telegraph office, male and female clerks are employed in the same rooms without inconvenience. But, as regards the ordinary clerical work of an office, we are not prepared to recommend the employment of women unless they can be placed in separate rooms, under proper female supervision.

In the rates of pay which we have recommended we have had in view the London Offices. Where circumstances are similar to those of London, and where the examinations are the same, the rates of service and of duty pay should be similar also. But it is impossible for us to enter into the various circumstances of provincial offices.

III. *The principles upon which men should be transferred from Office to Office, especially in cases where one establishment has been abolished or reduced in numbers, and where there are, consequently, redundant employés, whose services should, if possible, be made available in other Departments.*

With the Service graded as we have suggested, transfers of clerks between Departments would be greatly facilitated, and if the system were in full operation there would probably be no great difficulty in providing for all cases of abolition of offices or reduction of establishments. As the Service at present exists, however, transfers are beset by innumerable difficulties. The man who is transferred to a new office thinks he should retain not only the rate of pay he had in his old office, but also his chances of promotion. The men in the office to which he is transferred consider that they are wronged if he is so placed as to interfere in any way with their chances of promotion.

Nor is there likely to be any advantage to the State by the transfer of men who will become redundant while our proposals are being carried out. In almost all offices there is room for a large number of the lower division, necessitating a considerable reduction in the numbers of the present establishments. For some time to come, therefore, the work upon which redundants, if transferred, would be employed, would be work which properly belongs to the lower division. And it would often be cheaper to pension off redundant clerks, appointing new clerks in the lower division in the office in which vacancies exist, than to transfer the redundants from one office to another with their old rates of salary and something like their old chances of promotion.

As regards the transfer of men generally from office to office, and from one branch to another within the same office, we think that in the lower division of the Service, where the work and pay will be uniform throughout the different offices, transfers can be easily made; and we have already suggested that every clerk appointed to this division should hold himself ready to serve at any time in any office. Even in the higher division such transfers in the earlier years of service are very desirable, both in the interest of the Public Service and of the clerks themselves. Clerks would thus obtain a more varied and extensive knowledge of official work than they in general possess at present. And we have above recommended that offices with larger prizes should, when possible, be recruited from those with inferior inducements. But transfers must be made judiciously, and must not be carried too far. There is a great deal of work in public offices special in its character, and requiring much study and care to master, the performance of which would, therefore, be seriously embarrassed by frequent transfers.

IV. *The system under which it is desirable to employ Writers or other persons for the discharge of duties of less importance than those usually assigned to established Clerks or duties of a purely temporary character.*

Temporary service, in some form or other, has always from necessity had a place in public offices. In times of pressure clerical assistance had to be procured, and this was provided either by the direct appointment of temporary Clerks, or by hiring

from a law stationer such men as were from time to time required. But besides employing such persons on duties of a purely temporary character, they were also made use of, more particularly within the last few years, in many offices as a cheap description of labor for the discharge of permanent duties of less importance than those usually assigned to established clerks.

Many of the old temporary clerks were employed continuously for years in the same Departments, and not a few of them were appointed as vacancies arose to permanent clerkships. In fact it was the practice in some Departments to recruit the establishments almost wholly from the temporary clerks.

The employment of men from a law stationer, although it had the merit of excluding absolutely all claims of the writer upon the State, was open to the objection that of the shilling paid for each hour of a man's service the men seldom get more than eightpence. The State thus presumably procured less service than its wages, if directly paid, would have commanded. This objection, no doubt, weighed with Heads of Departments, and direct forms of hiring were in many cases adopted instead.

In some Departments this service was organized upon terms which implied a certain permanence, viz., progressive wages, and gratuity on dismissal proportioned to length of service. The distinction, however, between this service and established service was expressed in the forms of engagement beyond the possibility of doubt, and persons so engaged were from time to time discharged as the necessity for their employment ceased.

The Treasury, by Minute of 8th December, 1869, directed the attention of Departments to the expediency of effecting a substantial reduction in the number of permanent clerks, with the view of checking the heavy and growing charge for superannuation; and shortly after, by Order in Council of 4th June, 1870, it was prescribed that no person was to be employed, even in a temporary capacity in the Civil Service without a certificate of qualification from the Civil Service Commissioners.

It thus became necessary for the Treasury to settle what the temporary service of the future should be, and in order to stamp upon it ineffaceably its temporary character they decided that for writers' services there should be—1, no competition; 2, no progressive wages; 3, no maximum age for admission; 4, no holidays or sick leave; 5, no compulsory qualification beyond handwriting and the power to copy; and on these lines the Order in Council of 19th August, 1871, was passed with the regulations thereto appended.

These regulations, however, were not limited to the future. They applied, also to all the writers at that time in the Service, and they seriously conflicted with the conditions under which the writers in many Departments had been engaged, and were then serving. Accordingly, the third clause of the Order was subsequently modified by the Treasury Minute of the 27th June, 1872, and by the Order in Council of the 9th August, 1872, by which compensation was allowed to those writers who had been serving on other terms, and the date of introducing the new conditions of service was postponed for more than a year in their favor. Subsequently further modifications were made to the writers' advantage, in respect of allowance for holidays, sick leave, &c.

The regulations affecting temporary clerks or writers were examined in the Reports of two Select Committees of the House of Commons appointed in 1873. These Committees recommended certain alterations in the regulations, to some of which the Treasury have given effect.

The old writers and extra or temporary clerks, that is, those serving before the 4th June, 1870, who could plead something in the way of expectations, either held out to them in express terms, or created and encouraged by the receipt of progressive wages, stand on a very different footing from the rest of the writers. The sort of indirect claim which they have been recognized by the appointment of many of them to the permanent establishments of the offices in which they were serving, and by compensation being paid to those whose employment on the old terms of service

was discontinued. A few of those old writers, however, still remain, and we recommend that the thoroughly qualified of them shall be appointed to the new lower division of the Service at their existing salaries, and that the remainder should be compensated and discharged.

As regards the rest of the writers now in the Service, including (a) those temporarily employed at fixed wages prior to 4th June, 1870; (b) those who before that date were hired through a law stationer; and (c) those appointed subsequently to 4th June, 1870, as Civil Service writers, no question whatever as to breach of contract, either direct or indirect, can be sustained.

Much evidence was offered by Mr. Brant, the representative of the Writers, with the view of showing that writers have been misled by the terms of the regulations; but we do not think that the regulations are fairly open to the interpretation the writers would appear to have attached to them, nor can we admit that on this ground the writers have any claim against the State. The question to be considered is one of terms of service only, or, in other words, how the State can best provide for the efficient and economical discharge of work of a simple character, whether temporary or otherwise, consisting of (a) mere copying, and (b) routine work conducted under direct provision.

All the copying which can be done by means of copying-presses should be so done. But there must of necessity in every office be some copying which can only be done by hand. So far as mere straightforward copying by hand is concerned, the employment of writers, whose title should however be altered to that of copyists, might be continued. Men and boy copyists should be employed on the same conditions of service as those at present in force for men and boy Civil Service writers, but the age of men copyists for admission to the register of the Civil Service Commissioners should not exceed thirty. Copying should, as far as possible, be paid for as piece work, which affords a direct inducement to the copyists to copy fast and well, and enables him to add to his earnings with a positive economy to the State. On this point we would direct attention to the remarkable results obtained by the adoption of this plan at the Board of Trade, as described in the evidence. The exigencies of the Service will not, however, admit of a body of Copyists being paid wholly by piece work. Occasions will arise when they must be paid by time, and we think that a rate of 10*d.* an hour, or in some cases 1*s.* an hour, would be sufficient remuneration under such circumstances. According to the statement made by the writers themselves, scarcely five per cent. of their number are employed on mere copying. If this be so, the number of copyists is not likely to exceed 100 for the whole Service.

The nature of the work other than mere copying on which writers are now employed in different offices varies very much. No doubt they frequently do the same sort of work as the established clerks with whom they sit, and who receive, perhaps, more than double their pay. But, as writers have been largely employed in substitution for established clerks, the conclusion to be drawn from the similarity of the duties performed is, not that the writer is doing work of a high class, but that the clerk is doing work of a low class.

For this class of work we have recommended the introduction of a subordinate division of permanent clerks. There is much to be said against making such a class permanent, and giving them the benefit of superannuation; and in Mr. Childers' evidence he points out strongly the reasons against giving this class the benefits of security of tenure and pension. He says that if men have no claim to superannuation it is more easy to get rid of them when their services are no longer required, and that a large pension list would be apt to create dangers in Parliament for the Public Service, from which the Service itself would suffer. But, on the other hand, provided the work in itself is permanent, security of tenure, which is certainly an object from the employé's point of view, may be given, not only without any additional cost to the State, but actually with a reduction of cost. It is true that there would be the additional cost of superannuation, but superannuation is a means of procuring cheaper service, and in all employment of labor security of tenure has a positive money value as an element of reduction in the settlement of wages. More-

over, the practical inconvenience of having men employed continuously in carrying out the administration of one office, some of whom are entitled to superannuation, and others are not, is very great. The "temporary" system of employment for permanent work had not been long enough in operation for the question of superannuation to arise. But, it would, no doubt, have been raised sooner or later, not only by the temporary writers themselves as a reward for their long and continuous services, but also by Heads of Departments seeking to get rid of men who from age had become incapacitated for further work. And we do not think that the Government could have resisted the claim to pension which long and faithful service in this capacity would have given. Under these circumstances, we are of opinion that it is advisable that superannuation should at once be regarded as a part of the terms of service of the proposed lower division, and that the rates of pay should be fixed accordingly. The rates which we have recommended are accordingly based on the supposition that superannuation at the rates laid down by the Statute and the Treasury Regulations in this respect will be allowed to the clerks in this division.

There is often in some offices, at certain seasons and on certain occasions, a temporary pressure of work; whilst in many growing offices with new business there is a very proper tendency to provide for the pressure by temporary assistance, and not to create new permanent clerkships until the necessity for them is well established. We think that the successful candidates on the Civil Service Commissioners' list for whom no vacancies have for the time being been found may well be employed to meet those occasional temporary demands.

As regards existing Civil Service writers some, no doubt, will be retained as copyists. We have already pointed out that they have no claim whatever to continued employment, still less to appointments under any new organization of the Service. As they entered with a lower examination and at rates of pay inferior to those recommended by us for the lower division of permanent clerks, we do not think that the general body of them would be suitable for that division. Still, in the interests of the Public Service, it may be desirable to appoint the most efficient of them if they prove their fitness by a supplementary examination, and if their age did not exceed thirty years at the time of their being placed upon the register. And, of course, no such writer should be appointed to this division unless he can produce a certificate from the Head of the Department in which he is serving, to the effect that it is desirable in the interests of the Public Service to retain and employ him in the Department.

We have taken some evidence on the employment as writers of non-commissioned officers in the army,—a plan which seems to have answered well in the Science and Art Department. But, whilst it may possibly be advisable to extend the employment of such men in the War Office and its subordinate departments under military officers, we doubt whether the antecedents of a soldier's life are such as to make the source of supply one that could be depended on for the Service generally, and we do not see how any plan for the partial employment of such clerks is to be made consistent with a scheme for recruiting the lower division of the Service by examination.

From evidence which we have taken it will be seen that in certain manufacturing departments under the War Office and Admiralty men employed as writers are paid less and have longer hours of daily attendance than ordinary writers in the Civil Service. It is to be observed that some of them were formerly artizans, and have accepted their appointment to clerical duties on the present terms as promotion. This would seem to indicate that the work required of them is such as can be obtained on comparatively low terms. It is, however, beyond our functions to inquire whether this is really the case. And we will only observe that, in recommending a general scheme for the Civil Service, it is not our wish to interfere with any plan which these particular departments may have found convenient and economical for the performance of their particular work.

*General Observations.*

Having thus attempted to answer the questions put to us, we desire to offer the following additional observations:—

The assimilation of the rates of pay in the Service would almost of a necessity lead to uniformity in hours of attendance, in holidays, and in sick leave. We think it would be well that uniformity in such matters should exist. But these matters, not having been specially referred to us, have only incidentally come under our notice. As regards the hours of daily attendance, it may be well to point out that the scale of salary we propose for the lower division of clerks is based upon salaries paid in private establishments, in which the hours are in no case less than seven each day, and generally more.

The subject of superannuation has not been directly referred to us, but has been forced on our attention. It has been urged that it would be economical for the State to give an option of retirement with superannuation allowance after twenty years' service. Various witnesses support the proposal chiefly on the ground that it might quicken promotion. No doubt there is considerable force in this view if the present division into classes continues. But it has little weight if a service scale such as we have proposed was adopted. In that case the question will be simply whether a man with twenty years of service has an equitable right to a pension of twenty-sixtieths of his existing salary, just as a man at the age of sixty has to ten-sixtieths, according to the number of years of his service. We do not see any abstract justice in the proposal. The increments upon the original salary have only the justification of the increased value of the State acquired by the official experience of the clerk. But if he leaves the Public Service in the prime of life with a pension calculated upon this augmented salary, the State will derive little or no advantage for the increments which represent maturity in work. On this ground we have not deemed it right to support the proposal. Another consideration has also weighed with us. If it were fair that a clerk should have an option of resigning after twenty years' service, with superannuation, on the ground that the Service did not suit him, it would be necessary, in justice, for the State to exercise the power, which it now possesses in theory, but rarely exercises, of dismissing a clerk after twenty years when he did not suit the Service. But this would place the clerks in a worse position than they are at present, for they are now entitled after a service of twenty years to count ten years in addition to their service when they are compelled to retire on abolition of office. There is a further consideration, viz., that the adoption of this principle would have the effect of weakening the tie which now binds a man to the Service, and of inducing him to look outside that Service for his prospects of advancement. On the whole, therefore, we do not see any advantage, either to the State or to the clerks, in the proposal made to us.

It is very important that the general regulations affecting the Civil Service should be laid down in the most formal and permanent manner possible, and this would best be effected by embodying them in an Act of Parliament. All appointments, promotions and transfers should be published in the *London Gazette*.

Many witnesses have suggested that there should be a Board of Control or Appeal, which should finally decide on all questions of promotion and transfer from one Department to another. We are unable to recommend the creation of such a body. Such matters vitally affect the administration of public departments, for which the Government is responsible to Parliament; and, as pointed out in Mr. Lowe's evidence, it is scarcely conceivable that any Government should delegate its powers in this respect to persons who are not Cabinet Ministers.

We have thought it our duty to invite and receive all representations which the Service itself might think desirable to make to us on the questions indicated in the Chancellor of the Exchequer's letter. Although we distinctly informed the witnesses who proffered their evidence that we were limited in our inquiries to the general organization of the Civil Service, and could only listen to particular cases as illustrations of general defects, it was natural that departmental and even personal grievances

should be forced on our attention. All that we can do in relation to these is to see how far they bear upon questions of general organization. It would have been impossible for us, and was not within the scope of our instructions, to examine into the truth of the representations thus made to us, and into the proper mode of meeting the various complaints. This could only be done by means of a special inquiry into the circumstances of each Department. In some cases it will be found that the complaints thus made are met by counter-evidence of a trustworthy character, showing that the gentlemen who have made the representations in question have been misled by a natural and, to a certain point, praiseworthy over-estimate of the comparative value of their work. And if, in other cases, similar complaints have not been met by counter-evidence, it must not be assumed that, were the opportunity given, no such evidence would be forthcoming.

As regards other evidence, we have been able to avail ourselves of the Reports of the present Chancellor of the Exchequer and Sir C. E. Trevelyan, and the accompanying papers which were laid before Parliament in 1855; and also the Reports of the Committee of the House of Commons, presided over by Mr. Childers and Mr. Otway in 1873, and the evidence laid before them.\* We have also, as will be seen from the evidence annexed to our Report, obtained the opinions of Mr. Childers and Mr. Lowe, and of many experienced departmental officers; and have had the further advantage of discussing with such officers the questions under consideration. We have also obtained from various sources outside the Service information concerning the terms on which clerks are engaged and employed by large companies and private firms.

The above evidence and information, coupled with the experience which our own members possess of the working of the different Departments with which they are or have been connected, will, we think, show that we have not come to conclusions on this difficult subject without taking sufficient means to make ourselves acquainted with the facts and with the opinions of the most competent persons.

We have tested the effect of our recommendations by endeavoring to see how they would apply to offices of various kinds with respect to which we have accurate knowledge. We believe the result to be that, if the reorganization of these offices could at once be completely effected, they might obtain the advantages of the Service scale and duty pay which we have recommended without additional cost to the public.

We have not, however, attempted to apply in detail the principles recommended by us to each separate Department. To do so will require much time and attention, and will throw considerable labor and responsibility on the Treasury. We are of opinion that the position of that Department in relation to other Departments should be made as strong as possible; that it ought to have the means of making itself accurately acquainted with the wants and conditions of the other Departments; and that it should thus, whilst acquiring their confidence, be able to exercise an efficient and intelligent control. These objects might, we believe, be attended if the Treasury were from time to time, in revising the several offices, to summon to its aid a small Committee or Council composed of Heads of Departments, who would thus bring the experience of one office to bear on another, and assist in introducing such an amount of uniformity as is practicable and desirable.

We desire, however, again urgently to represent that, should Government approve of our principles of reconstruction, it will be absolutely necessary greatly to curtail the numbers of superior clerks by a large substitution of clerks of the lower division. If this be not done, the increased expenditure to the State of the plan, we propose, would be too great to justify its adoption. But if it be carried out with vigor and judgment, we believe that there would be little or no increased cost to the State, which would gain largely in the increased efficiency of the Service, and in the removal of those chronic causes of discontent which are continually productive of large

\* Papers relating to the Reorganization of the Civil Service, 1855. Reports of Committee of Inquiry into Public Offices from 1848 to 1860. Third Report from the Select Committee on Civil Service Expenditure, 1873. Report from the Select Committee on Civil Service Writers, 1873.

augmentations in the public expenditure, and of diminished productiveness in the labors rendered.

Of course, we do not conceal from ourselves the fact that, in the first instance, unless a considerable sum be spent in inducing retirements by superannuation and commutations, the reorganization of the Civil Service would be very slow. It will be for the consideration of Government and of Parliament, whether the ultimate advantages which will follow the changes proposed by us are sufficient to justify the requisite expenditure.

LYON PLAYFAIR,  
W. H. STEPHENSON,  
F. R. SANDFORD,  
C. W. FREMANTLE,  
T. H. FARRER,  
T. WALROND,  
HERBERT JOYCE.

R. G. C. HAMILTON, Secretary.

11 DOWNING STREET, 27th January, 1875.

MY DEAR MR. PLAYFAIR,—I have read the able First Report of the Civil Service Inquiry Commission with great interest; but before coming to any positive conclusions with regard to it, I should wish to see the evidence upon which it is founded, and to test very carefully the applicability of the recommendations to the Civil Service as it actually exists. The proposals you make are important: they involve a sweeping and, in some respects, a reactionary (or seemingly reactionary) change; they affect a large number of individual interests, they will be jealously criticised, and if through any inadvertence they should fail in their application, they may produce serious evil. Precipitate action has, I think, already done harm in this matter: and, though I do not advocate delay, I am most anxious that what is now to be done should be done with deliberation, so that it may be as far as possible final in its character.

The Civil Service has been undergoing a great transformation of late years; indeed, it may be said to have been in the crucible for the last twenty; and it is becoming important, on the grounds both of efficiency and economy, that it should be cast into a permanent mould, and that it should enjoy a period of repose, so far as constitutional changes are concerned.

Mistakes have, no doubt, been made in the course of the various changes since 1853; some, perhaps, as the result of errors or defects in the measures originally recommended by Sir Charles Trevelyan and myself; others, as I venture to think, from an imperfect appreciation of our recommendations, or from difficulties which prevented their being thoroughly acted upon. But, upon the whole, I think very great progress has been made in administrative reform; that ground has been won which will not be lost; and that we have reached a point at which, profiting by the experience both of success and failures, we may hope to establish a really satisfactory system.

I observe with pleasure that the present Report adopts the two cardinal principles on which we of old insisted, viz., proper division of official work, and a proper system of selecting Civil servants, as the basis of a sound Service.

All the reforms of late years have been directed to secure one or other of these objects, and we have had the advantage of seeing many experiments tried with more or less skill or success. The new proposals are intended to correct the failures which have attended those experiments, but not to reverse or set aside the principles on which they have been made.

The salient points in the new scheme appear to me to be—

1. The introduction of the system of Service pay and duty pay.



2. The great reduction of the Civil Service writer class, and the reorganization of the Service in such a manner as to assign the bulk of the work now done by writers to established clerks.

3. The substitution of selection from a list of successful candidates for the present system of competition.

4. The proposals with regard to promotion by merit, to transfers from office to office, and to staff appointments.

(1.) Service pay and duty pay.

So far as I am competent to form an opinion, I think this distinction a good one. The chief difficulty to my mind is that of adapting it to offices organized on the old class system. The difficulty is recognized by the Commission, but I do not think we shall be able to estimate it fully without actually trying the scheme, and, as it were, working it out with reference to a certain number of offices.

Personal expectations will have to be satisfied on the one hand ; and economy must, on the other hand, be kept in view. Probably it will be found impossible to bring the whole scheme into operation at once, while to introduce it piecemeal will greatly detract from its advantages.

As an illustration of the difficulties, I select one instance quoted in the Report itself. It is said that among the offices now placed under Regulation II are some appointments in the Burial Grounds Office with salaries rising from £80 to £100, and no further. But the Service scale for the proposed lower division of clerks is to go up to £200. How are these Burial Grounds officers, then, to be dealt with ?

Are we to give a man who is now content with a maximum of £100 double his promised salary ? or are we to throw the work into the hands of boy clerks ? or are we to effect savings by a reduction of numbers which will make up for the increase of pay ?

Again, take the case of men like the officers in the Inland Revenue Department, rising from £90 to £150, with the prospect of £650, and the possibility of rising to £1,200.

I suppose we may discard the last-mentioned possibility, as the £1,200 a year appointment would be in the nature of a staff appointment, and the possibility would remain.

But is the whole difference between £200 and £650 to be treated as duty pay ? and if so, shall we not run the risk of establishing scales of duty pay which will be seriously inconvenient hereafter ? I do not say that those difficulties are insuperable, but they strike me as grave, and I should be reluctant (as at present advised) to commit myself to the system without seeing how it can be practically worked out.

(2.) I agree with the substitution of established clerks of a lower division for Civil Service writers ; but here, again, I see the difficulty in effecting change with a due regard to economy.

The mere replacement of writers by clerks of the proposed second division will cause a considerable increase in expenditure, unless it be accompanied by a reduction in the number of first division clerks. Such reductions would be difficult. They would not only involve the necessity of adding largely to the pension list, but would very often be resisted by the Heads of Departments, who would be apt to maintain that they could not spare their superior men.

Their objection to do so would probably not be weakened by the introduction of the change in the system of making appointments to the first division, which would give them the power of selecting from a tolerably large number of men, instead of being obliged to take a total stranger.

With regard, therefore, to points 1 and 2, I would say that the success of the plan depends on the mode in which it is worked out ; that that mode cannot be well ascertained *à priori* ; and the only safe course appears to me to be that of instituting a detailed inquiry into the offices which will be affected by it before we decide upon taking any final steps. Such an inquiry might, I should think, be conducted without great labor, at least far enough to enable us to judge of the practicability of the scheme.

(3.) I pass on to the system of selection from a list of successful competitors in lieu of the present system of competition; and here, at least, so far as the second division is concerned, I see no difficulty, while I recognize several advantages over the existing plan. I have little doubt that the proposed scheme would attract a sufficient number of sufficiently able young men to supply the second division, and there would be quite as many of them who would win their way into the first division as is at all necessary to keep up the spirit of the Service.

I have some doubt whether the advantages to be offered in the first division will be sufficient to attract the class of men whom we want. If we simply require men of a liberal education to fill appointments which must be held by "gentlemen," we shall no doubt get them; but I doubt whether, if the whole scheme of the Report is adopted, we shall tempt into the Service those able young men of whom we now can show specimens, who have stuff enough in them to make good their position in any open profession, but who have a taste for the Public Service, serve their apprenticeship to it, and ultimately rise to the highest posts in it.

(4.) I am rather alarmed at the suggestion that such places as chief clerkships and principal clerkships should be treated as appointments for filling which "recourse may, if necessary, be had to the outer world."

It may be true that the heads of offices would not be very likely to appoint bad men to fill important posts, but there would often be a strong temptation to confer them on good men with political or social claims in preference to men with merely official claims. At all events, I cannot help thinking that the risk of this might be sufficient to excite apprehensions which, even though unfounded, might keep many men from embarking in the official career.

Transfers, again, might be easily so worked as to discourage, instead of encouraging, official merit. Interest, of course, would be of no use to a man unless he had merit enough in the first instance to get himself a place on the original list. This, however, according to the favourite hypothesis of the opponents of competitive examinations, would be no test of his real fitness for official work, and might be nothing but the result of dexterous cramming. The advantage of being on the list would be great; the disadvantages of the lists being a long one would be, or would appear, small; consequently there would be a pressure to reduce the standard; and men of very moderate abilities might ultimately find their way to the privileged circle.

Once there, the man with good interest would have great advantages, both for getting himself appointed to an office in the first instance, and for getting himself transferred to a better office afterwards. If this should have the effect of deterring superior men from entering the Service, it will lead to the filling of more staff appointments from the outside, and this again will react upon the Service itself.

I express these doubts with the consciousness that the points in question must have occurred to the Commissioners, and that they have, in fact, made some suggestions which, at least in part, would meet them.

Other suggestions might also be made, and some such have occurred to me. I think it well, however, to call your attention to them, as I am very anxious that the question should receive the fullest consideration. Again thanking you for the pains which you and your colleagues have bestowed on the inquiry,

I remain, &c.,

STAFFORD H. NORTHCOTE.

The Right Honorable

LYON PLAYFAIR, M.P.,  
&c., &c., &c.

CIVIL SERVICE COMMISSION,  
CANNON ROW, 2nd February, 1875.

MY DEAR CHANCELLOR OF THE EXCHEQUER,—I have the honor to acknowledge the receipt of your letter of the 27th ultimo. I have laid it before my colleagues, and beg, with their concurrence, to offer the following explanations on the subjects to which you refer.

Before proceeding to observe specifically on the four points in our Report to which you have called our attention, I think it well to make the following general remarks:—

In the first place, whilst agreeing generally in your indication of the salient points in our scheme, we think it right to observe that there is one further point to which we attach the greatest importance. This is the reduction of the present classes of superior clerks, and the reorganization of the Service in such a manner as to assign a large proportion of the work to our proposed lower division. We are satisfied that in many, if not most offices, there is too large a proportion of clerks, all presumed to be doing the same work, and to be entitled to promotion to the highest clerkships, whilst as a matter of fact many of them are, and must be, employed on routine work, and have little real prospect of promotion. We have, therefore, in our Report strongly insisted on a large reduction of the present superior classes as the best means of promoting efficiency and content as well as economy.

In the second place, we would observe that, when we recommend that Heads of Departments should exercise a considerable amount of freedom and responsibility, not only in selecting clerks in the first instance, but also in promoting them, and in making appointments to staff posts, as well as in transferring clerks from office to office, we have had in view the *Heads of Departments, whether political or permanent, who are directly responsible for their efficient management*. If such men, with the assistance of the principal officers of each Department, make these selections, there is little danger that the power will be otherwise than honestly and carefully exercised. It is to their interest in every case that the man most suitable for the post should be appointed to it.

In the third place, we wish to state that we entirely agree with you that the success of the scheme will depend very much upon the mode in which it is carried out. The division of official labor so as to apportion pay to work is, as you rightly observe, one of the cardinal principles of the scheme. In fact, the success of the scheme depends upon this apportionment being carried out with judgment, and with fairness as between one office and another. We are quite alive to the difficulties attending such an apportionment, and its application to the existing organization of the different offices, and we have recommended that, in making it, the Treasury should have the aid of a Committee or Council composed of Heads of Departments. Different men's views of work, and their language concerning it, vary so greatly, that anything like an uniform distribution of pay and work throughout the service could never be brought about, unless the work of one Department were weighed against the work of another, and some common measure were applied to all.

We quite agree that ample official criticism should be given to our Report, and it is of course for the Government to determine whether it is necessary to institute a detailed inquiry into each office before they decide upon adopting any of our recommendations. I think it well to suggest, however, that if the Government approve of the creation of a class of clerks of the lower division, all vacancies might, pending the reconstruction of individual offices, be filled up by the appointment of clerks of this division. If this were done, it would not be necessary, pending final reconstruction, to fill up vacancies arising in existing establishments with their various rates of pay and prospects of promotion. We have already stated our conviction that there are too many clerks having a nominal or presumptive right to rise to the higher classes, and a reduction of such clerkships as they fall in would in itself be a great advantage, and would facilitate the ultimate adoption of the new scheme. Of course cases might arise, more particularly in the smaller offices, in which a clerk of

a higher description than that provided by the lower division might be required. These, however, would be exceptional, and might be provided for during the transition period by transfer from some other office.

I proceed now to observe *seriatim* upon the four points of your letter.

### 1. *Service Pay and Duty Pay.*

The difficulty which you point out of adapting this proposal to offices organized on the old system is one which we fully recognize, and I have already pointed out the way in which we think it should be met. It will here only be necessary to refer to the two illustrations given by you.

(a.) The case of the clerk in the office of Burial Grounds was mentioned in the Report as a striking instance of the inequality in value of appointments competed for at the same examination. There are very few offices recruited under Regulation II. in which the attainable maximum falls short of £200 a year, the maximum proposed for the lower division, and it is obviously not desirable that such offices should continue to exist as separate establishments where they can be amalgamated with some larger offices. As far as offices in London and places similarly circumstanced are concerned, we think that work which requires the regular and continued employment of a man clerk is not too highly paid for by the scale which we propose. We distinctly, however, confined our recommendations in this respect to London offices, and to offices in a similar position to those in London, as it was impossible for us to enter into the various circumstances of provincial offices.

(b.) With regard to the case of the Inland Revenue Department, it is not our intention that the whole difference between £200, the maximum we propose for the service scale of the lower division, and £350, the present maximum of the highest class of clerks in that office, should be treated as duty pay. On the contrary, we recommend that the duty pay for the lower division should not exceed £100. But, as regards the Inland Revenue and offices of a like character, our view is that, although a large proportion of the number of clerks would belong to this lower division, there should also be a limited number of clerks in the higher division having the maximum of a service scale of £400, with augmentations for duty pay which might make it £600, all places with emoluments beyond this amount being regarded as staff posts.

### 2. *The great reduction of the Civil Service Writer Class and the reorganization of the Service in such a manner as to assign the bulk of the work now done by Writers to Established Clerks.*

You observe that "the mere replacement of writers by clerks of the proposed second division will cause a considerable increase in expenditure, unless it be accompanied by a reduction in the present number of first division clerks." Upon this point it may be remarked that we anticipate that the clerks of the lower division will, man for man, do not only much better, but much more work than the present writers. Moreover, it would be impossible to maintain the present system of writers, as they are at present employed, at the present rate of pay. But a large reduction of the existing higher classes is, as above observed, an essential feature of our scheme, and it is by the replacement of those clerks by clerks of the lower division that a saving would be effected.

We are fully alive to the difficulties attending these reductions, and we are aware that such reductions must add largely at first to the pension list. In some cases it would be found that the pay of a clerk selected for reduction would exceed the amount of his pension, together with the pay of the clerk in the lower division by whom he would be replaced. In such cases there would be a saving, but undoubtedly, on the whole, the cost to the State during the period of transition would be greater than it is at present.

As we have said in the Report, it is for the Government to determine whether the ultimate advantages consequent upon the changes proposed by us will justify the

temporary increase of cost. Not only are we satisfied from the evidence we have taken, and from our own experience, that, in the interests of efficiency, a large reduction is necessary in the number of clerks whose pay is greater than their work justifies, but we see no possibility of reconstructing the Service so as to apportion pay to work unless such a reduction is made. It will have, moreover, to be carried out with judgment and with vigor. The terms should be liberal, but they should be obligatory. The best men would, of course, be retained, and the scale which we propose, supplemented by staff posts, will afford ample opportunity of rewarding them.

3. *The substitution of Selection from a list of successful candidates for the present system of Competition.*

We have already pointed out that it is an essential feature of our scheme that the selection we propose should be made only by the Heads of Departments, in concert with their principal officers, who are interested in and responsible for the working of the Departments. We think this of the utmost importance, and have no fear, with this precaution, of improper selection. It must be remembered that the requirements of the different offices are very different, and that whilst some posts require the very able men of whom you speak, for others, perhaps for the bulk of the Service, a fair amount of ability, combined with industry, good education, and good character, are sufficient qualifications. Our scheme is so framed as to meet both requirements. The latter qualifications will be a *sine qua non* for the whole of the higher division whilst, as regards the posts requiring superior ability, the examinations in extra subjects which we have proposed, coupled with the personal inquiry which will accompany personal selection, will afford ample means of testing that ability, and the duty pay, with the prospect of staff appointments, will afford ample means of attracting it.

As regards the pressure which might, under this plan, be brought to bear to reduce the standard, I have to point out that we foresaw the inconvenience of allowing any considerable body of qualified persons to be pressing upon the Government for public employment. We therefore suggested that the list of eligible candidates at any time should not exceed the average number that would be absorbed in six months. If this limit be observed, the tendency will probably be, not to reduce the standard of examination, but to raise it; because the number in the higher division being comparatively small, there is every prospect that the competition will be keen.

Your observation that the terms offered for the higher division may not be such as will attract men equal to the best men which the Service now obtains, would have much force if it were intended that all or many of the appointments over £600 a year, that is the staff posts, should be given to persons outside the Service. But this is not our meaning. We think that recourse should be had to men outside the Service only in the event of there being no one in it thoroughly fitted for the post. But we consider that the efficiency of the Service, as is stated more fully in reply to the fourth point *infra*, requires that this power which the Government now possesses, but rarely exercises, should be continued, and should be applied to the increased number of staff offices which will exist if our scheme is adopted. Putting these staff offices aside, the terms we suggest are higher than those now offered generally throughout the Service. And as regards the Treasury and other important offices, the elastic plan of duty pay, coupled with the staff offices, will enable the remuneration of the clerks to be fixed even higher than it has been under the old system, should a comparison of their work with that of other Departments show that such higher rates are required.

It is further to be observed that the able men to whom you refer as now in the Service must have been appointed under the old system, and not under the very recent system of open competition. The plan which we propose will establish a far stricter test on entrance than ever existed under the old system. It seems to us, therefore, both that the inducements to able men to enter the Service will be greater than they have yet been, and that the standard of qualifications for entry into the Service will be higher.

4. *The proposals with regard to Promotion by Merit, to Transfers from Office to Office, and to Staff Appointments.*

Here again I will, in the first instance, repeat that in recommending selection by Heads of Departments for these purposes we had in view the Head of the Department who is directly responsible for its efficient management.

The main reason we had in view in recommending that all appointments beyond £600 a year should be treated as staff posts, was to prevent clerks claiming a vested right in such appointments. Experience shows that this claim is only too apt to acquire such force as to degrade promotion into a system of mere seniority. It is this, and not jobbery, which is the real evil of the Service, and it will be a most important step towards securing promotion by merit that these posts should not be regarded as posts to which the clerks have any vested right.

As regards transfers from one office to another there is no doubt that these might be so worked as to discourage, instead of to encourage, official merit. But it is to the interest of all Heads who are responsible for the management of their Departments that they should not have inefficient men transferred to them, and there would be no difficulty in surrounding this power with sufficient safeguards.

The power of transferring men from office to office at present exists, and our recommendations respecting transfers are made with the view not only of putting them on a better footing for the future, but also with the view of somewhat equalizing promotion throughout the Service by making the clerkships in the most important offices, so far as practicable, prizes for the best clerks in other offices in which, from the nature of the work, the well-paid appointments are fewer.

A proof of the evidence is enclosed.

I have, &c.,

LYON PLAYFAIR.

The Right Honorable  
The Chancellor of the Exchequer,  
&c.,        &c.,        &c.

APPENDIX H.

STATEMENT showing the Names of Employés of the Privy Council Office whose services have been dispensed with, under the provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz., 1st July, 1870, to 30th June, 1880.

Resultant Cost.	Details.		Date of Superannuation.	Names.	Previous Cost.		Annual.		Paid during years,		Total	
	Salaries.	Superannuation Allowance			Details.	Total.	Gain.	Loss.	Gain.	Loss.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.
2,600 00	1,638 00		June 20, 1872	W. H. Lee	2,600 00							
1,800 00				W. A. Himsworth	2,150 00							
1,100 00				J. O. Côté	1,550 00							
1,100 00				Henry Alexander	1,000 00							
700 00				W. Horace Lee	800 00							
				L. J. Burpee	.....	8,100 00	838 00		6 yrs. 3 mos.		5,237 50	
1,450 00	1,122 00		Feb. 29, 1880	F. H. Himsworth	1,750 00						159 33	
1,100 00				Henry Alexander	1,400 00						2,641 46	
				L. J. Burpee	1,000 00	4,150 00	478 03		4 months....		.....	2,436 71
8,938 00												
3,672 00												

Superannuation rates paid from 1st July, 1870, to 30th June, 1880....

J. O. CÔTÉ,  
Clerk, Privy Council.

PRIVY COUNCIL OFFICE,  
February, 1881.

APPENDIX I.

STATEMENT showing the Names of Employés of the Department of the Secretary of State whose services have been dispensed with under provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz., 1st July, 1870, to 30th June, 1880.

Resultant Cost.	Details.		Date of Superannuation.	Names.	Previous Cost.		Annual		Paid during years.	Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
8,230 00	3,200 00	2,030 00	July 16, 1873	<i>Et Parent</i> .....	2,840 00	5,940 00	2,290 00	1 yr. 6 mos	.....	.....	3,435 00
203 64	1,500 00	.....	.....	<i>E. J. Langevin</i> .....	2,000 00	912 50	708 86	.....	.....	945 15	.....
525 00	1,500 00	.....	.....	<i>L. A. Catellier</i> .....	1,100 00	750 00	225 00	.....	.....	2,156 25	.....
	.....	.....	.....	<i>R. Pope</i> .....	.....	.....	.....	.....	.....	.....	.....
	.....	203 64	Aug. 1, 1873	<i>M. J. Amouroux</i> .....	912 50	912 50	708 86	1 yr. 4 mos	.....	.....	.....
	.....	525 00	June 1, 1871	<i>J. Gou</i> .....	750 00	750 00	225 00	9 yrs 7 mos	.....	.....	.....

Total contributions to Superannuation Fund..... \$5,816 00  
 LESS Loss—As above..... 333 60  
 Total Gain..... \$5,482 40

EDOUARD J. LANGEVIN,  
*Under-Secretary of State.*



APPENDIX J.

STATEMENT showing the Names of Employés of the Department of Militia and Defence whose services have been dispensed with under the provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz., 1st July, 1870, to 30th June, 1880.

Annual Resultant Cost subsequent to Superannuation.	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual previous Cost.		Annual		Paid during years.	Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
1,411 12	1,000 00	411 12	Nov. 1st, 1873.	... <i>Steers, Wm. M.</i> ... <i>Macdonald, D. A.</i>	1,000 00	1,000 00	..	411 12	6½	2,740 80	
5,440 00	3,200 00	2,240 00	Jan. v. 1st, 1875.	... <i>Futvoys, Geo.</i> ... <i>Panet, C. Eug., Lt.-Col.</i>	3,200 00	3,200 00	..	2,240 00	5½	11,946 66½	
605 80	400 00	205 80	Aug. 1st, 1878.	... <i>Ryan, Michael.</i> ... <i>Robinson, Thos.</i>	500 00	500 00	..	105 80	1½	202 78½	
1,039 82	700 00	389 82	July 1st, 1879.	... <i>Innot, M. F. Y.</i> ... <i>Pambrun, W. H.</i>	1,350 00	1,350 00	..	260 18	1	260 18	
										260 18	14,890 25

Net loss..... \$14,630 07  
 Total amount contributed by the Department to the Superannuation Fund up to 30th June, 1880..... 7,862 87  
 Total net loss..... \$6,767 20

C. EUG. PANET,  
 Deputy Minister Militia and Defence.

DEPARTMENT OF MILITIA AND DEFENCE,  
 OTTAWA, 21st February, 1881.

APPENDIX J—Concluded.

STATEMENT showing the Names of Employés of the Adjutant-General's Office whose services have been dispensed with under the provisions of the Superannuation Act; the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz, 1st July, 1870, to 30th June, 1880.

Annual Resultant Cost subsequent to Superannuation.	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual previous Cost.		Annual		Paid during years.		Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.	Gain.	Loss.		
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
605 80	400 00	205 80	1st Aug, 1878	Ryan, Michael	500 00	500 00			11½			
				Robinson, Thomas							105 80	202 78
Total amount contributed by the Adjutant-General's Office to the Superannuation Fund up to 30th June, 1880.....											\$3,244 88	
Deduct net Loss.....											202 78	
Total net Gain.....											\$3,042 10	

W. POWELL, Colonel,  
Adjutant-General of Militia.

ADJUTANT-GENERAL'S OFFICE,  
OTTAWA, 9th February, 1881.



APPENDIX L.

STATEMENT showing the Names of Employes of the Inland Revenue Department whose services have been dispensed with under the provisions of the Superannuation Act, the Names of other Employes affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, (viz: 1st July, 1870) to 30th June, 1880.

Resultant Cost.	Details.		Date of Superannuation.	Names.	Previous Cost.		Annual		Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
2,273 92	1,600 00	673 92	March 1, 1871	M. Harbeson	1,440 00					
	800 00			A. Fraser	1,400 00	2,840 00	556 08		1,415 20	
1,936 96	500 00	636 96	May 1, 1871	H. H. Duffin	1,400 00					
				N. Stewart	500 00	1,900 00		36 96		388 80
				G. De Blois						
7,974 36	600 00	1,674 36	May 1, 1871	T. Worthington	2,600 00					
	2,000 00			A. Brunel	2,100 00					
	1,100 00			E. Miall, jr.	1,600 00					
				P. M. Robins	700 00					
				J. Mulligan		7,000 00		974 36		8,981 63
198 72		198 72	March 1, 1872	John Wilson	900 00	900 00	701 28		5,844 00	
283 50		283 50	January 1, 1872	S. M. Bouchette	750 00	750 00	466 50		660 87	
		390 60	do 1, 1872	J. Cameron	620 00					
876 60	486 00	377 64	June 1, 1872	J. Redmond	725 00	620 00		256 60		883 95
				J. Prendergast						
877 64	500 00	517 44	July 1, 1871	E. Matie		725 00		152 64		1,233 84
				E. P. Ryerse	800 00					
1,317 44	800 00			R. F. Nellis		800 00		517 44		4,656 96



APPENDIX I—Continued.  
STATEMENT showing the Names of Employes, &c.—Continued.

Resultant Cost.	Details.		Date of Superannuation.	Names.	Previous Cost.		Annual		Paid during years.		Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.	Gain.	Loss.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.	\$ cts.
1,818 52	1,300 00	518 52	May 1, 1876.	P. McClary.	1,300 00	2,300 00	481 48		4½	2,006 16		
1,845 12	1,200 00	645 12	May 1, 1876.	A. Thibode.	1,200 00	2,200 00	354 88		4½	1,537 81		
2,594 80	900 00 700 00 600 00	394 80	July 1, 1875.	J. C. Racine. L. Pominville. F. Bussières. F. Corbeille.	1,000 00 700 00 600 00	2,300 00		294 80	5		1,474 00	
971 60	700 00	271 60	Dec. 1, 1877.	E. Duggan. C. R. De Martigny.	700 00	700 00		271 60	1½		407 40	
620 00	600 00	20 00	Feb. 1, 1879.	Jer. Brennan. Jules Quesnel.	600 00	600 00		20 00	1½		28 33	
455 40		455 40	July 1, 1879.	W. M. Gorrie.	1,000 00	1,000 00	544 60		1	544 60		
1,810 00	1,400 00	410 00	August 1, 1879.	W. Patton. C. G. Fortier.	1,400 00 1,000 00	2,400 00	590 00		1½	540 83		
680 00		680 00	August 1, 1879.	C. E. Romain.	2,200 00	2,200 00	1,520 00		1½	1,393 33		
2,093 00	1,400 00	693 00	Dec. 1, 1879.	Robt. Bell. H. B. Witten.	1,400 00	1,400 00		693 00	1½		404 25	



APPENDIX M.

STATEMENT showing the Names of Employés of the Finance Department whose services have been dispensed with under the provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz., 1st July, 1870, to 30th June, 1880.

Annual Resultant Cost subsequent to Superannuation.	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual previous Cost.		Annual		Paid during Years.	Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
380 80	.....	380 80	March 1, 1871.	..... Scott, F. G. ....	1,400 00	1,400 00	1,019 20	.....	9½	3,512 53	.....
747 20	600 00	147 20	do 1, 1871.	..... Goudge, John. .... ..... Cotter, Beverley. ....	600 00	600 00	.....	147 20	9½	.....	1,373 86
519 72	.....	519 72	June 1, 1871.	..... Ryan, David. ....	750 00	750 00	230 28	.....	7½	1,707 91	.....
2,425 15	1,800 00	782 08	July 1, 1874.	..... Ratclford, C. E. .... ..... Wallace, J. R. ....	1,600 00 1,600 00	3,200 00	774 85	.....	5¾	4,455 38	.....
2,240 00	.....	2,210 00	Jan. 1, 1875.	..... Dickinson, Wm. ....	3,200 00	3,200 00	960 00	.....	1½	1,040 00	.....
625 00	.....	625 00	Oct. 1, 1875.	..... Carl, Archibald. ....	1,600 00	1,600 00	975 00	.....	4¾	4,631 25	.....
1,737 80	1,100 00	637 80	May 1, 1876.	..... Dufresne, L. F. .... ..... Turgeon, C. E. ....	1,500 00 850 00	2,350 00	612 20	.....	4½	2,550 83	.....
2,645 00	1,200 00 1,100 00	345 00	Sept. 1, 1876.	..... Smith, G. W. .... ..... Patterson, S. .... ..... Sancton, F. ....	1,200 00 1,100 00	2,300 00	.....	345 00	3½	1,322 50	.....
2,079 80	500 00	1,579 80	Feb. 1, 1878.	..... McMichen, G. .... ..... McMeiken, A. C. ....	2,600 00	2,600 00	520 20	.....	2½	1,257 15	.....



586 24	186 24	July 1, 1878.	.....	500 00	.....	86 24	2	.....	172 48
	400 00	.....	.....	.....	.....	.....	.....	.....	.....
	4,200 00	2,716 44	Aug. 1, 1878.	.....	4,200 00	.....	.....	.....	.....
	1,600 00	.....	.....	.....	2,400 00	.....	.....	.....	.....
	400 00	.....	.....	.....	1,400 00	.....	.....	.....	.....
8,916 44	.....	.....	.....	.....	.....	916 44	1 1/2	.....	1,756 51
2,240 00	.....	2,240 00	Sept. 1, 1878.	.....	3,200 00	.....	.....	.....	.....
1,121 12	.....	1,121 12	Nov. 1, 1878.	.....	2,200 00	.....	.....	.....	.....
882 00	.....	882 00	do 1, 1878.	.....	1,800 00	.....	.....	.....	.....
1,680 00	.....	1,680 00	Feb. 1, 1880.	.....	2,400 00	.....	.....	.....	.....
							5 1/2	.....	.....
								30,543 00	4,625 35

E. & O. E.

Total amount contributed by the Department to the Superannuation Fund up to 30th June, 1880 ..... \$22,630 90  
 Add Net Gain ..... 25,917 83

Total Net Gain ..... \$48,548 73

NOTE.—In stating the annual Superannuation allowances granted to John Goudge and C. E. Ratchford, the average is given, owing to the amounts originally granted having been amended without retrospective effect, after a considerable number of payments had been made in each case.

J. M. COURTNEY,  
 Deputy Minister of Finance.

FINANCE DEPARTMENT,  
 OTTAWA, 3th February, 1881.

APPENDIX N.

STATEMENT showing the result, as regards cost, of the working of the Superannuation Act, Marine and Fisheries Department, from the date of the passing of the Act to the 30th June, 1880.

Annual Result subsequent to Superannuation	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual Previous Cost.		Annual		Paid during years.	Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
689 16	450 00	219 16	1870. Nov. 25	George Fisher Thos. Wheeler	500 00	500 00	169 16	2 ½	352 58		
907 20		907 20	Dec. 21	E. B. Lindsay		1,440 00	532 80	9 ½		5,061 60	
472 50		472 50	do 21	B. F. Lafleur		750 00	277 50	4 ¼		1,179 37	
152 88		152 88	do 21 1871.	A. Martele		300 00	147 12	9 ½		1,397 61	
407 44	250 00	157 44	May 6	Nathan Smith Wm. Faulkner		250 00	157 44	5 ⅓			892 16
580 76	350 00	230 76	May 6	Peter Baikie F. Schofield		475 00	105 76	1 ½			141 01
1,416 00	1,200 00	216 00	June 7	John Harley Jas. Mitchell		1,200 00	216 00	4 ¼			900 00

338 34	128 34	Nov. 25...	<i>John Long</i> .....	310 00	28 34	...8 mos...	18 89
		1872.	<i>Jos. Lamoreux</i> .....				
533 11	133 11	Feb. 6...	<i>John Dunlop</i> .....	435 00	98 11	...8 1/2...	825 76
			<i>Albert Dunlop</i> .....				
1,064 96	264 96	Feb. 6...	<i>Frederick Bragg</i> .....	460 00	604 96	...8 1/2...	5,091 75
			<i>Robert Dakin</i> .....				
960 48	960 48	March 5...	<i>J. D. Armstrong</i> .....	1,840 00	87 52	...2 1/2...	1,905 64
			<i>Jonathan Woodall</i> .....	400 00	152 00	...1 mo...	12 66
			<i>Wm. Woodall</i> .....				
552 00	204 24	March 28...	<i>George Roddick</i> .....	500 00	204 24	...4 1/2 yrs...	970 14
			<i>Robert Roddick</i> .....				
704 24	136 08	June 1...	<i>John Croftly</i> .....	360 00	126 08	...6 1/2...	830 03
			<i>Jas. E. Robinson</i> .....				
486 08	107 64	June 20...	<i>James Clarke</i> .....	460 00	47 64	...5 1/2...	242 17
			<i>Jno. R. Siles</i> .....				
507 64	195 72	Nov. 2...	<i>John Burgess</i> .....	435 00	160 72	...7 1/2...	1,232 19
			<i>R. H. Smithers</i> .....				
595 72	130 08	April 1...	<i>Humphrey Fidler</i> .....	325 00	130 08	...3 1/2...	455 28
		1873.	<i>G. N. McDonald</i> .....				
455 08	138 24	Feb. 1...	<i>Paul Poulletie</i> .....	760 00	78 24	...7 1/2...	480 28
			<i>F. Rafford</i> .....				
838 24	214 32	May 30...	<i>Norman Campbell</i> .....	480 00	134 32	...7 1/2...	1,053 37
			<i>N. McJ. Campbell</i> .....				
614 32	176 76	May 30...	<i>Jonathan Kent</i> .....	400 00	176 76	...1 1/2...	294 60
			<i>Jno. W. Kent</i> .....				

APPENDIX N—Continued.  
STATEMENT showing the result of the working of the Superannuation Act, &c.—Continued.

Annual Resultant Cost subsequent to Superannuation	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual Previous Cost.		Annual		Paid during years.		Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.	Gain.	Loss.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
777 64	400 00	377 64	1873. May 30	A. Reed, James Wilson	580 00	197 64	7 1/2	1,399 95				
613 48	400 00	213 48	July 9	David George Edward Horn	425 00	183 48	3 1/2	675 19				
244 08		244 08	Aug. 6	Louis Marchand	625 00	380 92	6 1/2		2,034 70			
1,094 60	800 00	294 60	do 12	C. J. T. Fox Jas. Fox	480 00	614 60	6 1/2	4,251 00				
632 40		632 40	Sept. 1	P. S. Dodd	1,000 00	367 60	7 3/4		2,695 73			
859 52		359 52	do 1	Daniel Rooney	600 00	240 48	2		480 96			
128 88		128 88	do 1	Martin Brennan	400 00	271 12	6 3/4		1,830 06			
596 04	480 00	116 04	Oct. —	C. Stalker M. McKenna	480 00	116 04	6 1/2	773 60				
502 67	400 00	107 67	Nov. 4	J. B. Picard Narcisse Richard	460 00	42 67	6 1/2	280 92				



APPENDIX N—Concluded.

STATEMENT showing the result of the working of the Superannuation Act, &c.—Concluded.

Annual Resultant Cost subsequent to Superannuation	Details of Annual Cost subsequent to Superannuation.		Date of Superannuation.	Names.	Annual Previous Cost.		Annual		Paid during years.	Total.	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
501 76	300 00	201 76	1876. July 1...	Thomas Hill Thos. H. Hill	325 00	176 76	325 00	176 76	3	530 28	
508 60	400 00	108 60	July 1...	Louis Malouin Alfred Malouin	400 00	108 60	400 00	108 60	1½	126 70	
1,905 60	1,200 00	705 60	1878. May 16...	R. H. Russell Benj. Trudel	1,200 00	705 60	1,200 00	705 60	5 mos.	294 00	
696 00	500 00	196 00	Oct. 1...	James Edwards W. A. Grubb	500 00	196 00	500 00	196 00	1¼	245 00	
591 60	450 00	141 60	1879. Oct. 27...	H. G. Bennett Jno. McFarlane	509 00	91 60	509 00	91 60	8½ mos.	62 97	
510 00	400 00	110 00	1880. April 12...	B. T. Henry Lawrence Laffin	500 00	10 00	500 00	10 00	3 mos.	2 50	
584 32	400 00	184 32	April 12...	M. D. McKenna Francis DeMings	480 00	104 32	480 00	104 32	3 mos.	26 08	

720 00	450 00	270 00	May 3	John Norton S. Meloche—L. L. Parinien	450 00	270 00	...2 mos...	45 00
1,061 40	800 00	201 40	May 12	T. C. Crowell ... Corning Crowell	480 00	521 40	...2 mos...	86 90
								31,275 29
								29,214 09

SUMMARY.

Net Gain in favor of Superannuation Fund .....	\$	cts.
Amount paid by Department as Superannuation Tax.....	2,061	20
Total Gain in favor of Superannuation Fund.....	28,202	66
	<u>\$30,263</u>	<u>86</u>

MARINE AND FISHERIES DEPARTMENT,  
OTTAWA, 24th February, 1881.

JOHN TILTON,  
Accountant.





APPENDIX O.

DR. RESULT of the Working of the Superannuation Act—Department of Public Works.

CR.

Year ended 30th June,	Serial Number.	Name of Parties Superannuated.	Position.	Debited to the operation of the Act.			Total for each Year.	Remarks.	Year ended 30th June,	Serial Number.	Party Superannuated replaced by	Credited to the operation of the Act.			Total for each Year.
				Salaries of Successors.	Amount Paid to Superannuated.	Total.						Departmental abatement to Fund.	Salaries Relinquished by Superannuation.	Total.	
				\$ cts.	\$ cts.	\$ cts.	\$ cts.				\$ cts.	\$ cts.	\$ cts.	\$ cts.	
1871.....	1	Moses Holt.....	Dep. Slide-Master, Ottawa Works	300 00	37 80	337 80		1871.....	1	A. McDougall.....					
	2	F. P. Rubidge.....	Asst. Engineer, Public Works.....	1,612 00	1,512 00	1,512 00	1,849 80		2		2,094 38	300 00	300 00	4,494 38	
1872.....	1			300 00	64 80	364 80		1872.....	1		2,066 18	300 00	300 00	4,794 38	
	2				1,612 00	1,612 00	1,876 80		2			2,400 00	2,400 00	4,665 18	
1873.....	1			300 00	64 80	364 80		1873.....	1		2,008 27	300 00	300 00	4,765 18	
	2				1,612 00	1,612 00	1,876 80		2			2,400 00	4,408 27	4,708 27	
1874.....	1			300 00	64 80	364 80		1874.....	1			300 00	300 00		
	2				1,612 00	1,612 00	2,040 48		2		*1,137 08	2,400 00	2,400 00		
	3	George Verret.....	Clerk in Department.....		163 68	163 68	2,040 48		3			809 00	1,937 08		
1875.....	1			300 00	64 80	364 80		1875.....	1		1,218 50	300 00	300 00	4,637 08	
	2				1,612 00	1,612 00	2,056 36		2			2,400 00	2,400 00		
	3				178 56	178 56	2,056 36		3			800 00	2,018 60	4,718 50	
1876.....	1			300 00	65 52	365 52		1876.....	1			300 00	300 00		
	2				1,663 20	1,663 20	5,169 64	Dead; 9 months' superannuation	2		1,208 72	2,400 00	2,400 00		
	3				133 92	133 92	6,025 72		3			600 00	600 00		
	4	Horace Merrill.....	Supt., Ottawa District Works.....	1,800 00	1,197 00	2,997 00	6,025 72		4	Geo. P. Brophy.....		1,800 00	3,008 72	6,308 72	
1877.....	1			300 00	66 52	366 52		1877.....	1		1,223 95	300 00	300 00		
	2				1,663 20	1,663 20	6,025 72		2			2,400 00	2,400 00		
	4			1,800 00	1,197 00	2,997 00	6,025 72		4			1,800 00	3,023 96	5,723 96	
1878.....	1			300 00	66 62	366 62		1878.....	1		1,154 59	300 00	300 00		
	2				1,663 20	1,663 20	6,025 72		2			2,400 00	2,400 00		
	4			1,800 00	1,197 00	2,997 00	6,025 72		4			1,800 00	2,964 50	5,664 50	
1879.....	1			300 00	65 62	365 62		1879.....	1		1,186 46	300 00	300 00		
	2				1,663 20	1,663 20	6,889 41		2			2,400 00	2,400 00		
	4			1,800 00	1,195 60	2,996 60	6,889 41		4			1,800 00	1,800 00		
	5	Francois Rousseau.....	Slide-Master, St. Maurice Works.....		47 03	47 03	6,889 41	2 months' superannuation.	5				104 00	104 00	
	6	T. B. French.....	Corresponding Clerk in Dept.....		617 16	617 16	6,889 41		6			1,400 00	2,586 46	7,190 46	
1880.....	1			300 00	65 62	365 62		1880.....	1		1,437 63	300 00	300 00		
	2				1,663 20	1,663 20	6,889 41	Re-employed by Department of Railways and Canals.	2			2,400 00	2,400 00		
	4						6,889 41	Dead; 10 months' superannuation.	4						
	6				235 11	235 11	6,889 41		6			622 00	522 00		
	6				617 16	617 16	6,889 41	6 months' superannuation.	6			1,400 00	1,400 00		
	7	Michael Walsh.....	Messenger in the Department.....	150 00	174 96	324 96	3,206 96		7	Stephen O'Brien.....		250 00	1,687 63	6,309 63	
				10,350 00	23,455 68	33,806 68	33,806 68					14,744 66	40,076 00	54,820 66	

MEMO.:  
 Amount of salaries relinquished..... \$40,076 00  
 do of successors..... 10,360 00

Balance at credit..... \$29,726 00  
 Amount paid to parties superannuated..... \$23,455 68  
 do received on account of Superannuation Fund..... 14,744 66

Balance at debit of Superannuation Fund..... 8,711 02  
 Total credit to operation of the Act..... 21,014 98

\* Superannuation tax reduced from 4 to 2 p. c., and from 2½ to 1½ p. c.



APPENDIX P.

RESULT of the working of the Superannuation Act—Department of Railways and Canals. DR. Cr.

Amount Paid Superannuated Employés, up to 30th June, 1880.		Amount Contributed to Superannuation Fund, up to 30th June, 1880.	Saving effected by Reduction of Salary, Abolition of Office, &c.	Remarks.
\$ cts.		\$ cts.	\$ cts	
17,060 84	Welland Canal.....	7,774 41	3,899 66	
10,168 18	Lachine do .....	3,332 20	6,020 00	
8,846 07	Beauharnois do .....	1,873 76	482 50	
3,046 04	Williamsburg do .....	1,252 82	.....	
4,310 88	Cornwall do .....	2,630 75	1,227 33	
1,511 27	Carillon and Grenville Canal...	1,062 23	.....	
13,325 10	Rideau Canal.....	3,929 97	6,070 83	
690 72	St. Ann's do .....	241 99	.....	
.....	Chambly do .....	1,275 81	.....	
.....	St. Ours do .....	316 32	.....	
.....	St. Peter's do .....	73 81	.....	
2,483 29	Trent do .....	333 28	.....	
.....	Pacific Railway.....	59 65	.....	
.....	Railways, Maritime Provinces ..	3,438 82	.....	
.....	Department at Ottawa.....	.....	.....	
66,442 39		27,595 62	17,700 32	Included in Pub. Works, to 30th June, 1880.
1,878 75	Trent Canal—Loss sustained by superannuation of G. W. Ranney.....	17,700 32		
68,321 14		45,295 94		
45,295 94				
\$23,025 20	Balance to debit of Superannuation Act.			

## APPENDIX

## RESULT of the working of the Superannuation Act—

Name.	Office.	Date of Retirement.	Age at Retirement.	Salary at Retirement, including House Rent.	Annual Superannuation Allowance.
				\$ cts.	\$ cts.
<i>Rideau Canal.</i>					
Abram Pearson, deceased	Lock Master, Poonamalie.....	May 1, 1871..	70	291 50	115 46
Wm. Addison do	do do Ottawa.....	July 1, 1871..	77	376 50	237 20
Michael Mooney do	Lock Laborer.....	do 1, 1871..	71	255 50	155 97
John Newman do	do Master, Nicholson.....	do 1, 1871..	72	285 50	179 87
Josias Richey do	do do and Toll Collector, Smith's Falls.....	do 1, 1871..	76	400 00	200 00
W. E. McAvoy do	do do Ottawa.....	do 1, 1873..	.....	365 00	122 00
M. Carmen do	Book-keeper, Canal Office.....	Aug. 1, 1873..	68	1,009 00	(a) 384 16
J. D. Slater do	Superintendent.....	July — 1875..	59	1,600 00	.....
Daniel Bucks.....	Lock Master, Ottawa.....	do 1, 1871..	65	285 50	(a) 190 95
John Jones.....	do do Smith's Falls.....	do 1, 1871..	69	285 50	(a) 190 95
Thos. Newman.....	do do Clowes.....	do 1, 1871..	68	279 50	(a) 186 90
George Newsome.....	do do Maitland.....	do 1, 1871..	67	285 50	(a) 118 94
Peter Sweeney.....	do do Jones' Falls.....	do 1, 1871..	66	316 00	(a) 222 40
Joseph Johnstone.....	Bridge Keeper, Long Island.....	Aug. 1, 1871..	64	138 00	64 59
Paul Cooper.....	Messenger, Canal Office.....	Jan. 1, 1873..	63	365 00	(a) 246 95
Patrick O'Connor.....	Lock Tender, Kingston Mills.....	April 1, 1873..	.....	215 00	60 00
W. Lavender.....	do do Laborer, Smith's Falls.....	Feb. 1, 1880..	66	225 00	157 33
George Shephard.....	do do Master.....	do 1, 1880..	73	368 50	235 84
George Perus.....	do do Laborer, Jones' Falls.....	Mar. 1, 1880..	64	225 00	58 58
<i>Carillon and Grenville Canal.</i>					
John Mason, deceased.....	Lock Laborer.....	Sept. 1, 1871..	74	255 00	160 65
Chris Hartley do.....	do Master.....	July 1, 1875..	67	328 00	186 72
André St. Dennis.....	do Laborer.....	do 1, 1871..	67	292 00	(a) 84 53
<i>Ste. Anne's Canal.</i>					
P. Paquette.....	Laborer.....	April 1, 1873.	66	225 00	93 12
<i>Beauharnois Canal.</i>					
Paul Roy, deceased.....	Lock Laborer.....	Feb. 1, 1873..	66	245 00	50 16
Pierre Laureacelle.....	Superintendent.....	April 1, 1871..	71	1,150 00	434 70
Eustache Lefebvre.....	Lock Master.....	July 1, 1871..	72	3 0 00	79 56
Hilaire Martin.....	do Laborer.....	do 1, 1871..	66	245 00	83 79
François Perron.....	do do.....	do 1, 1871..	72	245 00	70 56
Leandre Godin.....	do Master.....	Mar. 1, 1874..	62	399 41	217 76
Leon Leduc.....	Bridge Keeper.....	Aug. 1, 1876..	66	476 42	283 30
P. Chatigny, sen.....	Lock Laborer.....	Oct. 1, 1879..	54	290 00	143 55
M. Hainault.....	do do.....	May 1, 1880..	61	290 42	174 25
<i>Lachine Canal.</i>					
Thos. O'Neil, deceased...	Lock Master.....	July 1, 1875..	75	400 00	208 80
Thos. John do.....	do do Côte St. Paul.....	May 1, 1875..	63	480 00	237 12

(a) Average annual allowance for period mentioned.

P—Continued.

Department of Railways and Canals—Continued.

Period of Superannuation.			Gross Amount from Superannuation Fund to 30th June, 1880.	Successor.	Salary and House Rent at date of Appointment.	Saving effected by Reduction of Salaries, Abolition of Office, &c.	Remarks.
yrs.	mos.	dys.	\$ cts.		\$ cts.	\$ cts.	
6	1	0	704 75	William O. Pearson.....	291 50	.....	
1	11	3	456 52	William G. Addison.....	376 50	.....	
3	0	0	467 93	Michael Mooney.....	255 50	.....	
1	11	0	344 75	William Newman.....	285 50	.....	
1	0	0	200 00	William M. Richey.....	400 00	.....	
1	1	0	152 50	George Hagarty.....	365 00	.....	
3	9	0	1,440 60	F. Abbott.....	270 00	2,737 50	
0	0	0	3,333 33	F. A. Wise.....	2,000 00	3,333 33	
9	0	0	1,718 51	William McCann.....	285 50	.....	
9	0	0	1,718 52	James G. Jones.....	285 50	.....	
9	0	0	1,632 16	John J. Newman.....	279 50	.....	
9	0	0	1,070 40	William Newsome.....	285 50	.....	
9	0	0	1,902 11	Robt. Bolton.....	316 00	.....	
8	11	0	579 40	James Driscoll.....	138 00	.....	
7	6	0	1,852 15	Robt. W. Cooper.....	365 00	.....	
7	3	0	435 00	Maurice Conner.....	215 00	.....	
0	5	0	65 70	George Lavender.....	225 33	.....	
0	5	0	98 25	James Todd.....	368 50	.....	
0	4	0	19 52	Thos. Bolton.....	225 00	.....	
			<b>\$18,242 10</b>			<b>\$6,070 83</b>	
2	3	0	361 53	H. E. Mason.....	255 00	.....	
2	1	0	389 00	Horatio Hartley.....	328 00	.....	
9	0	0	760 74	Gilbert Dennais.....	292 00	.....	
			<b>\$1,511 27</b>				
7	3	0	<b>\$690 72</b>	J. B. Brunet.....	225 00	.....	
1	5	0	71 06	Joseph Roy.....	245 00	.....	
9	3	0	4,045 09	J. A. Mussé, \$1,000; L. Morin, \$1,100; J. F. Beique, \$1,250.....		482 50	
9	0	0	716 04	Ant. Porrier.....	340 00	.....	
9	0	0	753 85	Charles Gendron.....	245 00	.....	
9	0	0	605 04	Joseph Deschamps.....	245 00	.....	
6	4	0	1,378 74	Joseph Doutre.....	399 00	.....	
3	11	0	1,109 67	J. de Grosseillier.....	476 00	.....	
0	9	0	107 64	P. Chatigny, jun.....	290 00	.....	
0	2	0	29 04	Clodomir Leduc.....	290 00	.....	
			<b>\$8,846 07</b>				
1	8	0	347 80	William O'Neil.....	400 00	.....	
2	9	0	652 08	John Conway.....	480 00	.....	

Gratuity, Consolidated Fund. Mr. Slater died 24th October, 1876.

## APPENDIX

## RESULT of the working of the Superannuation Act—

Name.	Office.	Date of Retirement.	Age at Retirement.	Salary at Retirement, including House Rent.	Annual Superannuation Allowance.
				\$ cts.	\$ cts.
<i>Lachine Canal—Con.</i>					
James Law, deceased....	Bridge Keeper.....	Mar. 1, 1877..	55	540 00	378 00
Wm. McNowan.....	Foreman Carpenter.....	July 1, 1871..	65	395 00	(a) 228 49
Thos. Hewitt.....	Paymaster.....	April 1, 1872..	67	1,600 00	777 60
Michael Dowling.....	Bridge Master.....	Jan. 1, 1880..	67	540 00	149 69
<i>Trent Canal.</i>					
G. W. Ranney.....	Superintendent.....	July 15, 1873..	52	730 00	356 88
<i>Welland Canal.</i>					
Bart. Brennan, deceased.	Assistant Bridge Tender, Quarters	July 1, 1871..	76	234 00	67 40
George A. Darby do	Lock Master.....	do 1, 1871..	71	330 00	175 00
Francis Ramsay do	Overseer, Feeder.....	do 1, 1871..	61	600 00	356 00
William Cavers do	Lock Master, No. 17.....	Sept. 1, 1871..	68	330 00	142 56
William Chase do	do St. Catherines.....	do 1, 1871..	72	450 00	283 50
Wm. Cochrane do	do No. 16.....	do 1, 1871..	65	270 00	126 36
Hugh Hagan do	Lock Tender, No. 6.....	do 1, 1871..	65	270 00	82 61
Henry Higgins do	Foreman Carpenter.....	Oct. 1, 1871..	73	360 00	226 80
John McCann do	Lock Tender, No. 27.....	Nov. 1, 1871..	72	284 00	107 36
James Philips do	Lock Master, No. 22.....	Sept. 1, 1871..	66	348 33	111 36
William Burley do	Assistant Lock Master, No. 22.....	Nov. 1, 1874..	65	338 33	127 20
Thos. Conner do	Lock Tender, Port Maitland.....	do 1, 1874..	72	338 00	236 64
P. Cummings do	do do.....	do 1, 1874..	81	328 00	86 40
Richard Collier do	Employé, Head Carpenter.....	Sept. 1, 1876..	68	900 00	630 00
Thomas Price do	Bridge Tender.....	do 1, 1876..	65	392 00	(a) 222 32
Nicholas Higgins.....	Harbor Master, Port Colborne.....	July 1, 1871..	66	680 00	(a) 258 64
John O'Neil.....	Lock Tender, Hursto.....	Sept. 1, 1871..	83	234 00	117 91
John Watson.....	do Junction.....	Oct. 1, 1871..	66	234 00	93 60
Mrs. C. Cook.....	Housekeeper, canal office.....	Nov. 1, 1874..	54	144 00	57 00
William Ahern.....	Employé.....	Sept. 1, 1876..	72	626 00	438 20
William O'Leary.....	Bridge Tender, Allanburg.....	do 1, 1876..	65	392 00	(a) 180 81
Hugh Quinlan.....	do Burgars.....	do 1, 1876..	65	392 00	(a) 220 00
D. Daly.....	do St. Catherines.....	June 1, 1878..	66	360 00	134 04
J. McCabe.....	Lockman, No. 19.....	Dec. 1, 1879..	59	351 33	222 60
Edward Hanley.....	Ferryman.....	June 1, 1880..	54	407 33	219 95
James Malpass.....	Lock Master, No. 4.....	do 1, 1880..	70	382 00	267 40
Thomas Turner.....	do No. 23.....	do 1, 1880..	65	351 33	182 69
<i>Cornwall Canal.</i>					
Timothy Shields, deceased	Lock Laborer.....	July 1, 1871..	69	247 00	97 82
John Blondin do	do.....	Nov. 1, 1871..	68	249 00	44 82
Alph. Annable do	do.....	June 28, 1873..	65	295 00	60 36
Joseph Tanner do	Lock Master.....	July 1, 1874..	65	476 25	90 48

(a) Average annual allowance for period mentioned.

P—Continued.

Department of Railways and Canals—Continued.

Period of Superannuation.	Gross Amount from Superannuation Fund, to 30th June, 1880.	Successor.	Salary and House Rent at date of Appointment.	Saving effected by Reduction of Salary, Abolition of Office, &c.	Remarks.
Yrs. mos. dys.	\$ cts.		\$ cts.	\$ cts.	
1 5 0	535 50	Pierre Gauthier.....	540 00		
9 0 0	2,056 38	Office abolished.....		3,555 00	
8 3 0	6,501 60	C. Clarke, R. Cardinal, G. Dowker.....	1,300 00	2,475 00	
0 6 0	74 82	James Rinahan.....	540 00		
	\$10,168 18			\$6,030 00	
6 11 15	\$2,483 29	T. D. Belcher.....	1,000 00		\$1,878. 75 loss.
1 7 0	106 59	S. Fraser.....	234 00		
1 0 0	175 00	B. Darby.....	330 00		
1 2 0	415 80	John E. Scott.....	600 00		
6 9 0	966 83	John Corbett.....	330 00		
2 7 0	732 22	William Hare.....	450 00		
8 9 0	1,112 73	Robert Veitch.....	270 00		
6 9 0	560 00	Fred. Sherer.....	270 00		
7 10 0	1,878 50	John Gearon.....	360 00		
2 11 0	312 90	Henry McCann.....	284 00		
2 6 0	278 40	Charles H. Collier.....	348 00		
0 8 0	84 80	P. McNamara.....	338 00		
0 2 0	39 44	M. Corcoran.....	338 00		
3 8 0	316 80	John Hendley.....	328 00		
1 8 0	1,050 00	Office abolished.....		1,500 00	
3 1 0	685 49	Thomas Commerford.....	335 00		Price allowed 9 mos.
9 0 0	2,327 76	A. Hamilton.....	680 00		salary in place of
8 10 0	1,062 17	Jacob Reuter.....	234 00		7½ months.
8 9 0	929 52	Alexander Hannah.....	234 00		
5 8 0	344 76	M. A. Charles.....	144 00		
3 10 0	1,679 46	Office abolished.....		2,399 66	
3 10 0	693 11	Bart. O'Leary.....	335 00		O'Leary allowed 9
					months' salary in
					place of 7½ months.
3 10 0	843 57	William Carle.....	335 00		Quinlan allowed 9
					months' salary in
					place of 7½ months..
2 1 0	279 32	T. Sullivan.....	360 00		
0 7 0	129 85	E. McLaughlin.....	351 00		
0 1 0	18 32	John Bradley.....	407 00		
0 1 0	22 25	James Livingston.....	382 00		
0 1 0	15 22	Daniel Ryckman.....	351 00		
	\$17,060 84		\$3,899 66		
3 5 0	334 15	Timothy Shields, jun....	247 00		
6 11 0	311 58	Jas. Blackadar T. Robin- son.....	249 00		
0 11 0	55 33	James Fraser.....	295 00		
0 3 0	22 62	John Gillie.....	476 25		

## APPENDIX

## RESULT of the working of the Superannuation Act—

Name.	Office.	Date of Retirement.	Age at Retirement.	Salary at Retirement, including House Rent.	Annual Superannuation Allowance.
				\$ cts.	\$ cts.
<i>Cornwall Canal—Con.</i>					
D. Macdonald, deceased..	Lock Master.....	April 1, 1875..	67	476 25	235 20
Matthew Orr.....	Lock Laborer.....	Nov. 1, 1871..	68	376 00	175 97
Alexander Gillespie.....	do .....	Dec. 1, 1871..	69	143 00	72 07
James Hunter.....	do .....	Jan. 1, 1875..	65	365 00	97 08
Robert Martin.....	do .....	March 1, 1876..	65	332 50	140 40
W. Kennedy.....	do .....	Jan. 1, 1880..	66	336 25	206 39
<i>Williamsburg Canal.</i>					
Thos. Cutler, deceased...	Lock Laborer, No. 23.....	July 1, 1871..	80	264 00	114 05
John Lane do ...	Lock Master.....	April 1, 1872..	74	340 00	104 04
Carlos de Castle .....	do .....	Jan. 1, 1873..	75	340 00	171 36
James Reid .....	Lock Laborer .....	July 1, 1874..	64	285 00	139 32
William Read.....	do .....	Dec. 1, 1879..	60	506 25	250 59
Patrick McDonnell.....	do .....	Jan. 1, 1880..	67	329 58	210 88



P—Concluded.

Department of Railways and Canals—Concluded.

Period of Superannuation.			Gross Amount from Superannuation Fund, to 30th June, 1880.	Successor.	Salary and House Rent at date of Appointment.	Saving effected by Reduction of Salary, Abolition of Office, &c.	Remarks.
Yrs.	mos.	dys.	\$ cts.		\$ cts.	\$ cts.	
0	9	0	176 40	William R. Philips.....	476 25	.....	
8	8	0	1,534 84	E. Winters, John Smith..	376 00	.....	
8	7	0	630 48	Office abolished.....			
5	6	0	533 94	P. Carpenter, D. Gillespie .....	.....	1,227 33	
4	4	0	608 40	R. Pollock, L. Degan....	365 00	.....	
0	6	0	103 14	Wm. John Kennedy.....	332 50	.....	
			\$4,310 88		336 25	.....	
2	11	0	332 50	A. Cutler.....	264 00	.....	
3	0	0	312 04	C. J. Farley.....	340 00	.....	
7	6	0	1,314 00	W. J. Casselman.....	340 00	.....	
6	0	0	835 92	M. Broderick.....	285 00	.....	
0	7	0	146 16	John Stitt.....	506 25	.....	
0	6	0	105 42	John Black .....	329 58	.....	
			\$3,046 04				

APPENDIX Q.

STATEMENT showing the Names of Employés of the Post Office Department whose services have been dispensed with under the provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connection therewith from the date at which the Act came into operation, viz. 1st July, 1870, to 30th June, 1880.

Resulting Cost.	Details.		Date of Superannuation.	Name.	Previous Cost.		Annual		Paid during years.	Estimate of Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
3,260 00	2,000 00	1,260 00	July 1, 1870.	J. Sewell.	2,000 00	2,000 00			4 yrs, 10 mos.		6,090 00
				P. Huot and J. B. Pruneau.							
2,255 20	1,600 00	655 20	March 1, 1871.	B. McEwenne	1,400 00	2,600 00	314 80		2 yrs, 11 mos.	1,005 67	
				M. Emery.	1,200 00						
844 08	*618 88	265 20	May 1, 1871.	J. Gingras	800 00	800 00			9 yrs, 2 mos.		770 73
				L. A. Rochette							
855 48	*495 48	360 00	May 1, 1872.	J. Boyd.	1,080 00	1,000 00	144 52		8 yrs, 2 mos.	1,180 24	
				H. M. Jarvis and T. McGrail.							
773 09	400 00	373 00	May 1, 1874.	J. G. Drew	640 00	640 00			9 months		99 75
				G. H. Cherrier.							
1,396 13	*502 37	893 76	July 1, 1873.	E. C. Hayden.	1,600 00	1,600 00	203 87		7 years.	1,427 09	
				H. A. Ferguson.							
1,347 36	*496 20	851 16	Feb. 1, 1875.	J. Audette.	1,400 00	1,400 00	52 64		5 yrs, 5 mos.	285 13	
				L. H. Pouliot.							

1,242 56	754 56	May 1, 1875....	<i>C. Howard</i> .....	1,100 00	1,100 00	1,100 00	142 56	5 yrs, 2 mos.	736 56
			G. Ross.....						
704 52	228 12	Nov. 1, 1874....	<i>J. McNab</i> .....	900 00	900 00	900 00	195 48	2 yrs, 5 mos..	472 41
			S. Craig.....						
	495 48	April 1, 1876...	<i>B. King</i> .....	1,450 00	1,450 00	1,450 00	954 52	10 months.....	795 33
	350 00	Oct. 1, 1874....	<i>W. A. Maingy</i> .....	900 00	900 00	900 00	1 60	5 yrs, 9 mos..	9 20
898 40			D. McDonald.....						
	980 04	July 1, 1875....	<i>R. G. Patton</i> .....	1,400 00	1,400 00	1,400 00	219 56	5 years.....	1,099 80
2,350 04			J. E. Bolduc.....						
	136 80	July 1, 1875....	<i>L. Pepin</i> .....	760 00	760 00	760 00	163 20	2 yrs, 2 mos..	353 60
596 80			G. Coutee.....						
	161 52	May 1, 1875....	<i>C. Roger</i> .....	900 00	900 00	900 00	189 76	5 yrs, 2 mos..	980 43
710 24			A. Muir and J. G. Macdonald.....						
	253 32	July 1, 1875....	<i>D. Robinson</i> .....	900 00	900 00	900 00	332 32	5 years.....	1,661 60
1,233 32			A. DeRestaing.....						
	150 00	July 1, 1875....	<i>I. St. Amour</i> .....	900 00	900 00	900 00	94 00	5 years.....	470 00
806 00			A. A. Doray.....						
	1,552 32	June 1, 1875....	<i>A. Woodgate</i> .....	2,400 00	2,400 00	2,400 00	75 68	5 yrs, 1 mo....	384 70
4,483 32			F. M. Passon.....	*1,259 00	*1,259 00	900 00			
			J. D. Story.....						
	565 08	Feb. 1, 1877....	<i>G. H. Backus</i> .....	1,300 00	1,300 00	1,300 00	323 32	3 yrs, 5 mos...	1,104 66
976 68			W. Bonaack.....						
	499 56	April 1, 1877..	<i>J. B. Eager</i> .....	1,100 00	1,100 00	1,100 00	162 56	3 yrs, 3 mos...	528 32
937 44			P. J. O'Donnell. ....						

APPENDIX Q—Continued.  
STATEMENT showing the Names of Employés, &c.—Continued.

Resulting Cost.	Details.		Date of Superannuation.	Name.	Previous Cost.		Annual		Paid during years.	Estimate of Total	
	Salaries.	Superannuation Allowance.			Details.	Total.	Gain.	Lcss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.		\$ cts.	\$ cts.
1,434 72	*750 00	654 72	Oct. 1, 1876	M. Murphy	1,100 00	1,100 00	334 72	3 yrs, 9 mos.	1,254 90		
		98 16	Oct. 1, 1876	H. Mullin	243 00	243 00	144 84	9 months	108 63		
		227 85	Oct. 1, 1877	J. A. McDougall	1,000 00	1,000 00	772 15	2 yrs, 9 mos.	2,123 41		
956 88	*423 36	533 32	Feb. 1, 1877	W. Small	1,100 00	1,100 00	143 12	3 yrs, 5 mos.	488 99		
		2,450 00	Feb. 13, 1879	J. Lesslie	3,500 00	3,500 00		1 yr., 4 mos.	2,600 00		
5,450 00	3,000 00			T. C. Patteson							
		1,024 32	Oct. 13, 1877	P. LeSueur	2,400 00	4,000 00	975 68	2 yrs, 10 mes.	2,764 42		
3,024 32	2,000 00			W. F. Forsyth	1,600 00	1,400 00		1 yr., 1 mo.	249 18		
		980 00	May 1, 1879	R. Oliver	1,400 00	2,200 00					
1,630 00	650 00			N. G. D'Anteuil							
		1,540 00	June 19, 1879	F. M. Passon	2,200 00	2,200 00		1 yr., 1 mo.	1,688 33		
3,740 00	2,200 00			C. J. Macdonald							
		588 06	July 1, 1879	U. Benoit	1,100 00	1,100 00	181 94	1 year	181 94		
918 06	330 00			J. Gallagher							

691 20	480 00	211 20	Jan. 1, 1880.	<i>J. O. Benoit</i>	960 00	960 00	268 80	6 months	134 40	.....
506 60	*320 00	186 60	Jan. 1, 1879	<i>C. Curran</i>	560 00	560 00	53 40	1 yr., 6 mos.	80 10	.....
3,783 33	*2,383 33	1,400 00	July 1, 1876	<i>J. Howe</i>	2,000 00	2,000 00		4 years		7,133 32
998 00	360 00	638 00	April 1, 1880	<i>J. V. Ellis &amp; S. J. King</i>	1,100 00	1,100 00	102 00	3 months	25 50	.....
		1,188 00	April 1, 1880	<i>H. A. Johnson</i>	1,800 00	1,800 00	612 00	3 months	153 00	.....
				<i>C. Hevey</i>						.....
				<i>J. H. Thorne</i>						.....
				Total					16,166 97	.....
									22,264 37	.....
									16,166 97	.....
									\$8,107 40	.....

Gain.....

Loss.....

Salaries marked thus \* are the average annual salaries.

W. H. GRIFFIN,  
Deputy Postmaster-General.

5th March, 1881.

**APPENDIX R.**  
ECONOMICAL Result of the working of the Superannuation Act—Department of Agriculture.

Years.	Credited to the operations of the Act.		Superannuations.		Debited to the operations of the Act.			Years.	Remarks.	
	Total Credit.	Departmental abatement paid to Fund.	Salaries Relinquished by Superannuation.	Serial Number.	Names.	Salaries of Successors.	Amount Paid to Superannuated.			Total Debit.
	\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.		
1870-71	1,753 13	1,369 80	383 33	1	S. S. Finden	243 33	160 80	404 13	1870-71	4 months' superannuated.
1871-72	2,487 91	1,337 91	1,150 00		No. 1	730 00	482 35	1,212 35	1871-72	do
1872-73	1,267 47	1,171 55	95 92		" 1 (a)	60 23	40 20	101 03	1872-73	1 month do (a) Dead.
1873-74	819 87	(b) 519 87							1873-74	(b) Deduction, reduced from 4 p.c. to 2 p.c., and 2½ p.c. to 1½ p.c.
1874-75	2,586 74	853 34	500 00	2	S. Ferland	500 00	120 96	1,968 83	1874-75	6 months superannuated.
1875-76	3,784 30	844 30	1,233 40	3	J. Costley	922 21	455 66	3,111 40	1875-76	
			1,000 00		No. 2	241 92				
1876-77	3,787 81	847 81	1,600 00	4	W. Fitzgerald	1,200 00	592 20	3,111 64	1876-77	
			340 00		No. 2	77 28				
1877-78	6,746 62	942 95	1,000 00		" 3	1,000 00	77 52	4,151 15	1877-78	10 months superannuated. (a) Dead.
			1,600 00		" 4	3,200 00	241 92			
			289 33		" 5	64 60	69 41			
			800 00		H. McMillan	325 92	11			
			916 67		J. Cameron	231 22	11			
			458 34		C. W. Nutting	133 43	11			
			275 00		W. A. Ryan	69 41	5			
			152 50		P. J. Fitzsimmons	98 65	5			
			100 00		J. Galr.	52 90	5			
			168 33		M. Jolicoeur	63 70	5			
			112 50		A. Lavoie	77 20	5			
			1,000 00		No. 2	241 92				
1,600 00		" 3	592 20							
1,200 00		" 5	488 88							
1,600 00		" 6	252 24							
500 00		" 7	145 56							
300 00		" 8	75 72							
356 00		" 9	236 76							
240 00		" 10	126 96							



APPENDIX

STATEMENT showing the Names of Employés of the Customs Department whose Names of other Employés affected by such Superannuation, and the Loss or into force), to 30th June, 1880.

Annual Cost of Columns 1 and 2.	Details.		Date of Superan- nation.	Names.	Remarks.
	2 Successor's Salary in consequence of Super- annuation.	1 Yearly Superannua- tion Allowance.			
\$ cts.	\$ cts.	\$ cts.			
		1,171 80	Nov. 1, 1870	W. F. Mendell	Still alive
3,771 80	1,400 00			A. Dixon	Died, May 31, 1878
	1,200 00			J. Rankin	
3,571 80	1,200 00			W. Webster	Appointed 1st Feb., 1879
		630 00	Nov. 1, 1870	W. McRae	Died June 30, 1871
1,830 00	1,200 00			B. Burland	Appointed Nov. 15, 1870
		1,890 00	Nov. 1, 1870	B. Robinson	Died Nov. 30, 1875
4,490 00	2,600 00			J. R. Ruel	Out of office from Feb. 4 to Aug. 1, 1873
		561 60	Nov. 1, 1870	C. F. Allen	Still alive
	1,200 00			A. E. Langevin	
	800 00			V. Cazeau	
3,161 60	600 00			E. O'Brien	Appointed Nov. 1, 1870, Dismissed May 31, 1879
2,561 60		360 00	Nov. 1, 1870	C. Cazeau	Died May 31, 1872
	800 00			A. Langevin	
1,160 00		396 00	Nov. 1, 1870	W. Sealy	Died Oct. 31, 1875
1,196 00	800 00			L. Dugal	
		510 96	Nov. 1, 1870	E. Boyd	Still alive
1,210 96	700 00			Jas. Wallace	
		620 65	Mar. 1, 1871	J. W. Taylor	Died Sept. 30, 1878
1,520 65	900 00			W. Kirby	Appointed July 1, 1871
		259 32	Mar. 1, 1871	P. B. Clement	Still alive
859 32	600 00			A. Shaw	Superannuated, June 30, 1874
		236 88	July 1, 1874	do	Died July 31, 1877
896 20	400 00			J. Wynn	Appointed July 1, 1874
659 32		596 16	Mar. 1, 1871	J. Thompson	Died Feb. 30, 1877
	1,100 00			W. S. Williams	
2,346 16	650 00			J. H. Tomkins	
		326 57	Mar. 1, 1871	J. Henderson	Died March 31, 1877
926 57	600 00			W. W. Smith	
524 45		197 88	Jan. 1, 1877	do	Superan. Dec. 31, 1876
197 88				do	Died Aug. 31, 1879
		356 40	Mar. 1, 1871	A. Levesque	Died Feb. 23, 1873
2,156 40	1,800 00			E. Villeneuve	Appointed April 1, 1871
3,056 40	900 00			A. Laurine	do July 1, 1871
		180 00	Nov. 1, 1870	E. Mann	Died Oct. 31, 1877
584 00	400 00			P. C. Beauchesne	Appointed May 8, 1871 Died July 31, 1875
180 00					



S.

services have been dispensed with under provisions of the Superannuation Act, the Gain resulting therefrom, during the period from 1st July, 1870 (when the Act came

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
1,800 00			771 80	7 7 0		5,852 81
1,200 00	3,000 00			0 8 0	152 08	
			571 80	1 5 0		
1,000 00				0 6 0	20 41	
	1,000 00		830 00	0 7 0		518 70
2,600 00			1,890 00	2 3 0		4,252 50
	2,600 00			0 6 0	355 00	
1,200 00						
1,000 00						
650 00	2,850 00		311 60	8 7 0		2,674 52
		288 40		1 1 0	312 43	
800 00			360 00	1 7 0		570 00
1,000 00						
	1,000 00		196 00	5 0 0		980 00
730 00						
547 50	1,277 50	66 54		9 8 0	643 22	
1,000 00				0 4 0	126 44	
	1,000 00		520 65	7 3 0		3,774 71
750 00						
550 00	1,300 00	440 68		3 4 0	1,468 93	
50 00	1,350 00					
		453 80		3 1 0	1,399 22	
	750 00	90 68		2 11 0	264 48	
1,200 00						
880 00						
600 00	2,680 00	333 84		6 7 0	2,197 78	
600 00						
500 00	1,100 00	173 43		5 10 0	1,011 68	
600 00	100 00	675 55		0 3 0	168 88	
	600 00	402 12		2 3 0	971 79	
1,800 00	1,800 00	1,443 60		0 1 0	120 30	
1,200 00	3,000 00	843 60		0 3 0	210 90	
750 00	3,750 00	693 60		1 8 0	1,156 04	
400 00	400 00			0 6 8	114 56	
			180 00	4 3 0		765 00
		220 00		2 3 0	495 00	

## APPENDIX

STATEMENT showing the Names of Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
1,630 00	1,090 00	630 00	July 1, 1871	<i>D. Stewart</i> ..... <i>W. Montgomery</i> .....	Died Dec. 31, 1874.....
1,473 20	1,000 00	473 20	July 1, 1871	<i>J. Lamb</i> ..... { <i>J. Clarke</i> ..... <i>H. H. Collier</i> ..... }	Died April 30, 1880.....
2,273 20	800 00			<i>M. J. Anderson</i> .....	Appointed June 1, 1873.
1,242 32	800 00	442 32	July 1, 1871	<i>E. C. Kelly</i> ..... <i>P. Jost</i> .....	Still alive.....
1,164 52	730 00	434 52	July 1, 1871	<i>John Hatch</i> ..... <i>P. C. Weir</i> .....	Still alive..... Ret'd Apl. 30, '74; given gratuity, 5 mos service
1,150 48	730 00	420 48	July 1, 1871	<i>R. Boak</i> ..... <i>S. Noble</i> .....	Died Dec. 31, 1877.....
1,160 00	800 00	360 00	July 1, 1871	<i>J. Weatherall</i> ..... <i>H. Dixon</i> .....	Died Dec. 31, 1875.....
41 88		41 88	July 1, 1871	<i>P. M. Crowe</i> .....	Died March 31, 1880.....
141 88	100 00			<i>J. F. Crowe</i> .....	Died March 31, 1875.....
652 00	400 00	252 00	July 1, 1871	<i>Jas. Ratchford</i> ..... <i>A. S. Townshend</i> .....	Died March 31, 1874.....
1,192 50	600 00	292 50	April 1, 1872	<i>J. P. Roblin</i> ..... <i>J. S. Clute</i> ..... <i>H. Low</i> .....	Died Oct. 31, 1874..... Resigned Dec. 31, 1873..
892 50	300 00				
118 32		118 32	July 1, 1871	<i>R. Stone</i> ..... <i>G. B. Reid</i> .....	Died July 31, 1878..... Appointed Jan. 1, 1872..
368 32	250 00				
1,172 84	800 00	372 84	Apr. 1, 1872	<i>G. H. Dettlor</i> ..... <i>H. Gillespie</i> ..... <i>J. Driver</i> .....	Still alive..... To March 1, 1875..... From March 1, 1875.....
37 80		37 80	Apr. 1, 1872	<i>N. Nicholson</i> ..... <i>W. McNab</i> .....	Died June 30, 1872..... From May 1, 1872.....
187 80	150 00				
4,238 00	2,600 00	1,638 00	Sep. 16, 1872	<i>E. Binney</i> ..... <i>E. McDonald</i> ..... <i>W. Ross (Chief Clerk)</i> ..... <i>Hon. W. Ross</i> .....	Died Feb. 28, 1878..... Served to May 25, 1874.. Acting to May 25, 1874.. From Oct. 30, 1874.....
1,856 00	1,100 00	756 00	Sep. 15, 1872	<i>M. F. Whitehead</i> ..... <i>E. J. Burton</i> .....	Died April 30, 1875. . .
1,856 00	1,100 00	756 00	Dec. 1, 1872	<i>W. G. Fife</i> ..... <i>J. Eckersley</i> .....	Still alive.....
1,822 00	1,300 00	522 00	Jan. 1, 1873	<i>T. R. Roberts</i> ..... <i>A. F. Street</i> .....	Died Oct. 31, 1878.....

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual			During what number of years.	Total	
Details.	Total.	Gain.	Loss.	Gain.		Loss.	
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.	
1,000 00			630 00	3 6 0		2,205 00	
1,100 00							
800 00	1,900 00	426 80		2 11 0	1,244 87		
600 00	2,500 00	226 80		6 11 0	1,568 70		
900 00							
			342 32	9 0 0		3,080 88	
833 00	833 00						
			331 52	2 10 0		994 56	
		398 48		6 2 0	2,457 20	Grat. 273 70	
750 00	750 00						
			400 00	5 6 0		2,200 00	
800 00							
600 00	1,400 00	240 00		4 6 0	1,080 00		
100 00		58 12	5 00	5 0 0	290 60		
	100 00		41 88	3 9 0		157 05	
411 00							
	411 00		241 00	2 9 0.		662 75	
625 00							
500 00	1,125 00						
			67 50	1 6 0		101 25	
		232 50		0 10 0	193 70		
256 85	256 85	138 53		0 6 0	69 27		
			111 47	6 7 0		733 84	
850 00							
			322 84	8 3 0		2,663 43	
154 00		116 20		0 1 0	9 68		
	154 00		33 80	0 2 0		5 63	
2,671 00							
Salary, 6 mos., at \$1,500.				0 6 0	750 00		
	2,671 00		1,567 00	5 6 0		8,618 00	
1,200 00							
			656 00	2 7 0		1,695 00	
1,233 00							
822 00	2,055 00	199 00		7 7 0	1,509 16		
1,400 00							
	1,400 00		422 00	5 10 0		8,461 66	

## APPENDIX

STATEMENT showing the Names of the Employè's of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
912 48	600 00	312 48	Jan. 1, 1873	...H. Ellis..... ...R. Stuart.....	Still alive.....
2,476 26	1,500 00	976 26	Jan. 1, 1873	...D. Graham..... ...Z. Wilson.....	Died Dec. 31, 1876.....
556 24	400 00	156 24	Feb. 1, 1873	...J. Brewster..... ...W. J. Reid.....	Died Feb. 28, 1877.....
526 48	400 00	126 48	Mar. 1, 1873	...J. King..... ...S. King.....	Still alive.....
299 88 849 88	550 00	299 88	Dec. 1, 1872	...J. Cowan..... ...A. Mullins.....	Still alive..... From April 1, 1873.....
330 00	260 00	70 00	Apr. 1, 1873	...J. Duncan..... ...A. R. Chamberlain.....	Died Oct. 31, 1873.....
1,222 56	750 00	472 56	May 1, 1873	...T. C. Tobias..... ...A. Fullerton.....	Died Nov. 30, 1874.....
1,745 52	1,200 00	545 52	May 1, 1873	...J. Fraser..... ...L. Robitaille.....	Still alive.....
829 28	650 00	179 28	July 1, 1873.	...S. S. Thorne..... ...S. Ruggles.....	Died Dec. 31, 1874.....
400 44	300 00	100 44	May 1, 1873..	...R. Busteed..... ...H. Christie.....	Still alive.....
1,117 44	600 00	517 44	June 1, 1873.	...J. S. Richardson..... ...T. Caldwell.....	Died Feb. 28, 1879.....
174 84 674 84	500 00	174 84	Dec. 1, 1872.	...W. Keith..... ...G. C. Douglas.....	Still alive..... App'nted June 7, 1873..
422 88	300 00	122 88	July 1, 1873.	...W. Campbell..... ...R. Logan.....	Died April 30, 1878.....
342 00 842 00	500 00	342 00	July 1, 1873.	...O. Schryer..... ...T. B. Harvey.....	Still alive..... From Aug. 1, 1873, to March, 1874.....
1,227 80 1,127 80	800 00 700 00	427 80	Sept. 1, 1873	...F. X. Metivier..... ...J. Belleau..... ...S. G. M. Belleau.....	Still alive..... To Oct 21, 1873, & resig'd From Oct. 22, 1873.....
1,600 00	800 00	800 00		...E. O'Brien..... ...E. Huot.....	From Sept. 1, 1873..... From Sept. 1, 1873.....
505 12	1,700 00	505 12	Sept. 1, 1873	...H. McCrea..... ...C. S. Finlaison.....	Still alive..... From May 1, 1874.....
3,605 12	1,400 00			...W. H. Lowe.....	From May 1, 1874.....
		Gratuity.	Nov. 1, 1873.	...D. Wetmore.....	

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
600 00						
550 00	1,150 00	237 52		7 6 0	1,781 40	
1,500 00						
	1,500 00		976 26	3 0 0		2,928 78
400 00						
	400 00		156 24	4 6 0		637 98
400 00						
	400 00		126 48	7 4 0		927 52
550 00	550 00	250 12		0 4 0	83 37	
	550 00		299 88	7 3 0		2,174 13
260 00						
	260 00		70 00	0 7 0		40 83
750 00						
	750 00		472 56	1 7 0		748 22
1,200 00						
	1,200 00		545 52	7 2 0		3,909 56
650 00						
	650 00		179 28	1 6 0		268 92
300 00						
	300 00		100 44	7 2 0		719 82
800 00						
	800 00		317 44	5 9 0		1,825 28
500 00		325 16		6 3 0	169 35	
	500 00		174 84	7 0 0		1,223 88
300 00						
	300 00		122 88	4 10 0		593 92
600 00		258 00		0 1 0	21 50	
	600 00		242 00	0 7 0		141 16
		258 00		6 4 0	1,634 00	
1,000 00						
{ 700 00	1,700 00	472 20		0 2 0	78 70	
		572 20		6 8 0	3,814 66	
800 00						
600 00	1,400 00		200 00	6 10 0		1,366 66
1,940 00		1,434 88		0 8 0	956 58	
1,452 00						
1,224 00	4,616 00	1,010 88		6 2 0	6,233 76	
365 00						Grat. 365 00
	365 00	365 00		6 8 0	2,433 32	

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
		1,064 52	Nov. 1, 1873.	<i>A. M. Delisle</i> .....	Died Feb. 28, 1880.....
	3,600 00			<i>W. B. Simpson</i> .....	
6,564 52	1,900 00			<i>W. R. Mingaye</i> .....	
7,664 52	1,100 00			<i>A. McAllister</i> .....	App'ted Dec. 24, 1873.
		513 36	May 1, 1874..	<i>T. S. Bown</i> .....	Died Aug. 31, 1876.....
1,313 36	800 00			<i>T. Bown</i> .....	
		357 12	Nov. 1, 1873.	<i>T. F. Knight</i> .....	Still alive.....
	2,000 00			<i>J. J. Kerr</i> .....	
3,557 12	1,200 00			<i>N. Tupper</i> .....	
		269 76	Nov. 1, 1873.	<i>C. Stewart</i> .....	Died March 31, 1876.....
869 76	600 00			<i>W. M. Pattison</i> .....	
		203 04	May 1, 1874..	<i>D. Jones</i> .....	Died Aug. 31, 1876.....
603 04	400 00			<i>J. B. Wells</i> .....	
		684 00	June 1, 1874..	<i>J. C. Belleau</i> .....	Still alive.....
1,481 00	800 00			<i>E. Têtu</i> .....	
		191 76	June 1, 1874..	<i>C. R. Ellis</i> .....	Still alive.....
691 76	500 00			<i>A. Hodge</i> .....	
		673 56	July 1, 1874..	<i>D. M. Culloch</i> .....	Still alive.....
2,073 56	1,400 00			<i>D. McDonald</i> .....	
		746 64	Aug. 1, 1874..	<i>J. W. Venner</i> .....	Still alive.....
	1,200 00			<i>G. W. Mathewson</i> .....	
	150 00			<i>J. W. McIntyre</i> .....	
2,696 64	600 00			<i>J. F. Adams</i> .....	
		360 07	May 1, 1874..	<i>J. S. Morris</i> .....	Still alive.....
860 07	500 00			<i>C. W. Tupper</i> .....	App'ted Sept. 17, 1874.
		2,240 00	Jan. 1, 1875..	<i>R. S. M. Bouchette</i> .....	Died July 31, 1879.....
5,440 00	3,200 00			<i>J. Johnson</i> .....	
		193 68	Nov. 1, 1874..	<i>J. Clarke</i> .....	Died Dec. 31, 1874.....
793 68	600 00			<i>W. Bartlett</i> .....	
		321 96	Nov. 1, 1874..	<i>L. Samson</i> .....	Still alive.....
921 96	600 00			<i>R. Couchon</i> .....	Appointed Nov. 1, 1875..
		431 52	Nov. 1, 1874..	<i>W. A. McCrae</i> .....	Still alive.....
1,231 52	800 00			<i>A. Brownson</i> .....	
		937 84	Feb. 1, 1875..	<i>T. E. Mohrly</i> .....	Died July 31, 1876.....
	1,400 00			<i>H. A. Hood</i> .....	
3,239 84	900 00			<i>W. McGill</i> .....	
		700 00	Feb. 1, 1875..	<i>H. E. Dibbler</i> .....	Still alive.....
1,600 00	900 00			<i>D. F. Merritt</i> .....	
		419 88	Feb. 1, 1875..	<i>J. S. Smyth</i> .....	Still alive.....
1,319 88	900 00			<i>A. Shaw</i> .....	

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual			During what number of years.	Total	
Details.	Total.	Gain.	Loss.	Gain.		Loss.	
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.	
3,600 00							
1,900 00							
1,100 00	6,600 00	35 48		0 2 0	5 92		
			1,064 52	6 2 0		6,564 54	
1,200 00							
	1,200 00		113 36	2 4 0		264 50	
1,600 00							
1,200 00	2,800 00						
			757 12	6 8 0		5,047 46	
500 00	500 00		369 76	2 5 0		893 57	
400 00							
	400 00		203 04	2 4 0		473 72	
1,200 00							
	1,200 00		284 00	6 1 0		1,727 67	
700 00							
	700 00	8 24		6 1 0	50 13		
1,500 00							
	1,500 00		573 56	6 0 0		3,441 36	
1,100 00							
750 00							
	1,850 00		846 64	5 11 0		5,009 28	
580 00	580 00			0 5 0	91 64		
		219 93	280 07	5 8 0		1,587 06	
3,200 00							
2,400 00	5,600 00	160 00		4 6 0	720 00		
600 00							
	600 00		193 68	0 2 0		32 28	
600 00							
	600 00	278 04		1 0 0	278 04		
			321 96	5 8 0		1,824 44	
850 00							
	850 00		381 52			2,161 92	
1,500 00							
900 00	2,400 00		837 84	1 6 0		1,256 76	
1,000 00							
	1,000 00		600 00	5 5 0		3,250 00	
900 00							
	900 00		419 88	5 5 0		2,274 35	

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
		Gratuity.	Jan. 15, 1875	<i>J. Huntington</i> .....	
				Office abolished.....	
300 00		300 00	Mar. 1, 1875	<i>James Struthers</i> .....	Died Aug. 31, 1876.....
				No successor.....	
998 60	800 00	198 63	May 1, 1875	<i>P. Gorman</i> .....	Died Nov. 30, 1876.....
				<i>J. Burr</i> .....	
		Gratuity.	May 1, 1874	<i>D. Calder</i> .....	
				<i>E. Barnstead</i> .....	Appointed Sept. 1, 1875.
		106 44	May 1, 1875	<i>G. Mackenzie</i> .....	Died Jan. 31, 1876.....
506 44	400 00			<i>D. Hudon</i> .....	
		209 04	May 1, 1875	<i>J. Murphy</i> .....	Still alive.....
709 04	500 00			<i>A. M. Kinnear</i> .....	Appointed May 10, 1875.
294 48		294 48	July 1, 1875	<i>W. McGowan</i> .....	Still alive.....
	No successor			No appointment.....	
371 56	250 00	121 56	July 1, 1875	<i>A. Talbot</i> .....	Died June 30, 1878.....
				<i>D. V. Pelletier</i> .....	Appointed Oct. 26, 1876.
718 20		718 20	Aug. 1, 1875	<i>T. R. DeWolf</i> .....	Died April 30, 1880.....
				No successor.....	
		558 72	Aug. 1, 1875	<i>C. Walsh</i> .....	Died Jan. 31, 1877.....
1,358 72	800 00			<i>S. Wood</i> .....	
		538 04	Aug. 1, 1875	<i>W. Warren</i> .....	Still alive.....
1,338 04	800 00			<i>G. A. Carson</i> .....	
999 76	500 00	499 76	July 1, 1876	<i>P. Bennett</i> .....	Still alive.....
				<i>S. P. Mata</i> .....	
		Gratuity.	Aug. 27, 1875	<i>J. Bouchard</i> .....	
				No successor.....	
400 00	400 00	Gratuity.	Sept. 1, 1875	<i>John Burns</i> .....	
				<i>G. R. Johnston</i> .....	Appointed Oct. 1, 1875..
984 72	600 00	384 72	Sept. 1, 1875	<i>Jno. McDonald</i> .....	Died June 30, 1876.....
				<i>C. W. Lewis</i> .....	
206 76	150 00	56 76	Sept. 1, 1875	<i>D. Dinnoek</i> .....	Still alive.....
				<i>H. Butler</i> .....	Appointed Oct. 5, 1875..
618 52	400 00	218 52	Dec. 1, 1875	<i>Jas. Muir</i> .....	Died Dec. 31, 1879.....
				<i>W. W. Atwood</i> .....	
1,010 64	600 00	410 64	Nov. 1, 1875	<i>W. Eden</i> .....	Still alive.....
				<i>Jno. McGowen</i> .....	
774 80	650 00	124 80	July 1, 1876	<i>S. K. Daly</i> .....	Still alive.....
				<i>M. B. Owen</i> .....	



S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
450 00	450 00	450 00		5 6 0	2,475 00	Grat'ty 37 50
700 00	700 00	400 00		1 6 0	600 00	
		700 00		3 10 0	2,683 30	
800 00	800 00		198 60	1 7 0		312 45
600 00	600 00	600 00		1 4 0	800 00	Grat. 291 67
400 00	400 00		106 44	0 9 0		79 83
500 00	500 00		209 04	5 2 10	13 88	1,080 04
500 00	500 00	205 52		5 0 0	1,027 60	
400 00	400 00	28 44		1 4 0	371 25	
				3 8 0	104 28	
1,400 00	1,400 00	681 50		4 9 0	3,238 58	
		1,400 00		0 2 0	233 33	
900 00	900 00		458 72	1 6 0		688 08
900 00	900 00		438 04	4 11 0		2,153 66
1,000 00	1,000 00	0 24		4 0 0	0 96	
300 00	300 00	300 00		4 10 0	1,450 00	Grat. 75 00
400 00	400 00	400 00		0 1 0	33 33	Grat. 300 00
750 00	750 00		234 72	0 10 0		195 60
200 00	200 00		6 76	0 1 0	11 94	
				4 9 0		32 12
500 00	500 00		118 52	4 6 0		483 96
700 00	700 00		310 64	4 7 0		1,423 72
650 00						
600 00	1 250 00	475 20		4 0 0	1,900 80	

APPENDIX

STATEMENT of the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
		Gratuity.	Oct. 1, 1876	<i>T. Beerman</i>	
500 00	500 00			<i>T. G. Pile</i>	Appointed Nov. 1, 1876.
		Gratuity.	Nov. 18, 1876	<i>J. I. Allan</i>	
400 00	400 00			<i>R. Kirkpatrick</i>	Appointed Dec. 15.
		177 00	Jan. 1, 1877	<i>R. Wilson</i>	Still alive
177 00				No successor	
		77 64	July 1, 1877	<i>H. House</i>	Still alive
77 64				No successor	
		Gratuity.	April 1, 1877	<i>F. Ferguson</i>	
		378 36	May 1, 1877	<i>W. Bryden</i>	Still alive
	600 00			<i>J. H. Dunlop</i>	
1,378 36	400 00			<i>N. P. Freeman</i>	
		177 00	Jan. 1, 1877	<i>R. Wilson</i>	Still alive
177 00	600 00			<i>E. Brossard</i>	Appointed April 1, 1877.
		Gratuity.	May 1, 1877	<i>J. Bouchard</i>	
		248 28	Jan. 1, 1877	<i>A. Workman</i>	Still alive
248 28	400 00			<i>E. Bean</i>	Appointed June 1, 1877.
		334 66	June 1, 1877	<i>W. G. Munday</i>	Still alive
334 66	600 00			<i>A. H. Wingfield</i>	Appointed July 1, 1877.
		618 84	July 1, 1877	<i>H. Livingston</i>	Died Jan. 31, 1878
1,618 84	1,000 00			<i>J. Rusk</i>	
		490 00	Aug. 1, 1877	<i>B. Seaton</i>	Died Feb. 28, 1878
	600 00			<i>A. Frary</i>	
1,490 00	400 00			<i>J. Dunn</i>	
		672 12	Aug. 1, 1877	<i>H. Lacroix</i>	Still alive
1,872 12	1,200 00			<i>A. Dufresne</i>	Served only to Nov. 1, 1878.
		276 72	Aug. 1, 1875	<i>R. Yorston</i>	Still alive
976 72	700 00			<i>J. Yorston</i>	Appointed July 1, 1877.
		266 04	Aug. 1, 1875	<i>H. Sinclair</i>	Still alive
266 04	700 00			<i>D. Kelly</i>	Appointed July 1, 1877.
		314 04	May 1, 1875	<i>H. D. Wilson</i>	Still alive
1,014 04	700 00			<i>J. Gardner</i>	Appointed July 1, 1877.
		504 36	Jan. 1, 1877	<i>J. P. Dunn</i>	Died June 1, 1877
	No successor				
		337 56	Aug. 1, 1877	<i>P. J. N. Dumaresq</i>	Died Nov. 1, 1877
937 56	600 00			<i>H. A. Sormany</i>	
		1,018 50	Nov. 1, 1877	<i>J. N. Ross</i>	Still alive
2,518 50	1,500 00			<i>J. Austin</i>	

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual			Total	
Details.	Total.	Gain.	Loss.	During what number of years.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
500 00	500 00	500 00		0 1 0	41 67	Grat. 416 66
800 00	800 00	800 00		0 1 0	66 67	Grat. 400 00
		400 00		3 6 0	1,416 67	
365 00	365 00	188 00		3 6 0	658 00	
400 00	400 00	322 36		3 0 0	967 08	
1,200 00	1,200 00	1,200 00		3 3 0	3,900 00	Grat. 400 00
750 00						
350 00	1,100 00		278 36	3 2 0		881 47
365 00	365 00	188 00		0 3 0	47 00	
			412 00	3 3 0		1,339 00
300 00	300 00	300 00		3 2 0	950 00	Grat. 50 00
400 00		151 72		0 5 0	63 21	
	400 00		248 23	3 1 0		765 53
750 00		415 34		0 1 0	34 60	
	750 00		184 66	3 0 0		553 93
1,100 00	1,100 00		518 84	0 7 0		302 65
700 00						
500 00	1,200 00		290 00	0 7 0		169 00
1,200 00		527 88		1 8 0	879 80	
	1,200 00		672 12	1 3 0		840 15
650 00		373 28		1 11 0	715 46	
	650 09		326 72	3 0 0		980 16
700 00		433 96		1 11 0	831 76	
	700 00		266 04	3 0 0		798 12
700 00		385 96		2 2 0	826 24	
	700 00		314 04	3 0 0		942 12
1,000 00		495 64		0 5 0	206 51	
		1,000 00		3 1 0	3,083 33	
600 00						
	600 00		337 56	0 3 0		84 39
1,500 00						
800 00	2,300 00		218 50	0 4 0		72 83

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 & 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
3,318 50	800 00			R. W. Setson	Appointed Mar. 1, 1878..
366 72		366 72	Nov. 1, 1877	J. Purcell	Still alive.....
187 88		197 88	Jan. 1, 1877	W. W. Smith	Died Aug. 31, 1879.....
397 88	200 00			P. E. Luke	Appointed Nov. 1, 1877.
		Gratuity.	July 1, 1877	J. Burr	
		407 40	Aug. 1, 1878	W. N. Lowe	Still alive.....
1,807 40	1,400 00			J. S. Clute	
401 64		401 64	Aug. 1, 1877	C. H. Godby	Still alive.....
1,401 64	1,000 00	} From Montreal.....		H. A. Lemieux	Transferred Feb 1, '78 ; Served to Mar. 1, 1879.
1,401 64	1,000 00			A. A. Lanthier	Transferred Mar. 1, 1879. Served to June 30, 1880.
582 00		582 00	Nov. 1, 1877	F. H. Haycock	Died Oct. 31, 1879.....
1,532 00	1,000 00			T. Hall	Appointed Mar. 1, 1878..
		247 00	Mar. 1, 1878	F. F. Pole	Still alive.....
847 00	600 00			C. Taylor	
78 40		78 40	June 1, 1878	T. Crosscup	Still alive.....
478 40	400 00			D. J. Morse	Appointed June 1, 1878 ; Served to Apl. 1, 1880.
	400 00			J. Troop	Appointed June 1, 1880.
188 16		188 16	June 1, 1878	E. Nalty	Still alive.....
388 16	200 00			W. P. Dailey	App'ted June, 1, 1878 ; served to Feb. 1, 1880 ; no successor.....
		396 00	July 1, 1878	J. S. Clute	Still alive.....
1,096 90	700 00			W. T. Ross	
		205 80	Aug. 1, 1878	W. Gurd	Died June 30, 1879.....
605 80	400 00			G. Guard	
		560 00	Oct. 1, 1878	R. R. Bullock	Died March 31, 1879.....
	700 00			A. V. McMillan	
1,660 00	400 00			J. Ridley	
		588 00	Oct. 1, 1878	W. Agnew	Still alive.....
	1,200 00			D. B. Galbraith	Appointed Oct. 1, 1878 ; served to June 30, '79.
	1,200 00			J. Thompson	Appointed July 1, 1879..
2,588 00	800 00			A. A. Wyllie	
			Jan. 1, 1879	F. Beazley	Gratuity.....
521 36		521 36	do 1, 1879	W. A. Bell	Died July 30, 1879; not immediately replaced.
			do 1, 1879	J. McGovern	Gratuity.....
500 00	500 00			J. Brennan	

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
			1,018 50	2 4 0		2,376 50
900 00	900 00	533 28		2 8 0	1,422 08	
600 00	600 00	402 12		0 10 0	335 10	
		202 12		1 10 0	370 52	
800 00	800 00	800 00		3 0 0	2,400 00	Grat. 200 00
1,400 00						
	1,400 00		407 40	1 11 0		780 85
900 00		498 36		0 6 0	249 18	
1,000 00	1,900 00	498 36		1 1 0	539 89	
700 00	1,600 00	198 36		1 4 0	364 48	
1,000 00		418 00		0 4 0	139 33	
	1,000 00		582 00	1 8 0		970 00
600 00						
	600 00		247 00	2 4 0		576 00
400 00		321 60		0 2 0	53 60	
	400 00		78 40	1 11 0		150 27
300 00		111 84		0 5 0	46 60	
	300 00		88 16	1 8 0		146 92
600 00						
	600 00		496 90	2 0 0		983 80
500 00						
	500 00		105 80	0 11 0		97 00
800 00						
400 00						
	1,200 00		460 00	0 6 0		230 00
1,200 00						
800 00						
	2,000 00		588 60	1 9 0		1,029 00
650 00		650 00		1 6 0	975 00	Grat. 325 00
1,400 00	1,400 00	878 64		0 6 0	439 32	
600 00						
	600 00	100 00		1 6 0	150 00	Grat. 150 00

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.	\$ cts.		
		336 60	May 1, 1879	<i>A. Hallen</i> .....	Still alive.....
786 60	450 00			<i>P. Dozois</i> .....	
840 00		840 00	Dec. 1, 1877	<i>B. Burland</i> .....	Still alive.....
2,040 00	1,200 00			<i>E. D Phillips</i> .....	Appointed Nov. 1, 1878..
2,590 00	550 00			<i>W. W. Smith</i> .....	Appointed Sep. 15, 1879.
		346 44	May 1, 1879	<i>G. Gunn</i> .....	Still alive.....
946 44	600 00			<i>W. Lynch</i> .....	
		106 92	July 1, 1879	<i>C. V. Rawding</i> .....	Still alive.....
256 92	150 00			<i>S. V. Rawding</i> .....	
		190 08	Aug. 1, 1879	<i>Peter Brown</i> .....	Still alive ..
690 08	500 00			<i>H. Pilgrim</i> .....	
490 00		490 00	Aug. 1, 1879	<i>Jno. Bowker</i> .....	Still alive.....
990 00	500 00			<i>F. Prout</i> .....	From Oct. 1, 1879.....
		152 46	Aug. 1, 1878	<i>G. W. Thomas</i> .....	Still alive.....
652 46	500 00			<i>J. McLogan</i> .....	
		392 04	Sept. 1, 1879	<i>M. Dixon</i> .....	Still alive.....
	600 00			<i>L. F. Merriman</i> .....	
1,392 04	400 00			<i>W. Clarke</i> .....	
		Gratuity.	Sept. 1, 1879	<i>J. F. Baker</i> .....	
90 00	900 00			<i>C. W. Strong</i> .....	
543 24		543 24	Aug. 1, 1877	<i>C. St. G. Yarwood</i> .....	Still alive.....
1,043 24	500 00			<i>C. S. Walsh</i> .....	Appointed Oct. 1, 1877..
910 00		910 00	Aug. 1, 1879	<i>T. Watkins</i> .....	Still alive.....
1,910 00	1,000 00			<i>E. Blomeley</i> .....	Appointed Sept. 16, 1879
			Nov. 1, 1879	<i>P. Doyle</i> .....	Gratuity.....
		376 20	Nov. 1, 1879	<i>H. McPhie</i> .....	Still alive.....
1,176 20	800 00			<i>R. Grant</i> .....	
			Dec. 1, 1879	<i>D. McPherson</i> .....	Gratuity.....
560 00	500 00			<i>W. Connell</i> .....	
		415 80	Dec. 1, 1879	<i>E. McColl</i> .....	Still alive.....
915 80	500 00			<i>J. McMillan</i> .....	
		616 00	Feb. 1, 1880	<i>D. Hanington</i> .....	Still alive.....
1,316 00	700 00			<i>W. L. C. Hanington</i> .....	
			Feb. 15, 1880	<i>D. Fraser</i> .....	Gratuity.....
			Mar. 1, 1880	<i>J. Jeffery</i> .....	Gratuity.....
300 00	300 00			<i>J. W. Young</i> .....	
			Mar. 1, 1880	<i>P. Mullins</i> .....	No successor; gratuity..
396 00		396 00	Jan. 1, 1880	<i>D. Currie</i> .....	Died March 31, 1880.....

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
500 00						
400 00	900 00	113 40		1 2 0	132 30	
1,200 00		360 00		0 11 0	330 00	
1,000 00	2,200 00	160 00		1 9 0	140 00	
500 00	2,700 00	110 00		1 7 0	87 00	
700 00						
	700 00		246 44	1 2 0		287 50
200 00						
	200 00		56 92	1 0 0		56 92
600 00						
	600 00		90 08	0 11 0		82 58
750 00		260 00		0 2 0	43 33	
	750 00		240 00	0 7 0		180 00
550 00						
	550 00		102 46	0 11 0		93 92
600 00						
400 00	1,000 00		392 04	0 10 0		326 70
400 00						Grat. 66 66
800 00	1,200 00	300 00		0 10 0	250 00	
875 00		331 76		0 2 0	55 29	
500 00	1,375 00	331 76		2 9 0	912 34	
1,300 00		390 00		0 1 15	48 75	
900 00	2,200 00	290 00		0 9 15	229 60	
60 00		60 00		0 8 0	40 00	Grat. 31 25
1,000 00						
	1,000 00		176 20	0 8 0		117 50
500 00						Grat. 225 68
400 00	900 00	400 00		0 7 0	233 31	
750 00						
	750 00		165 80	0 7 0		96 70
880 00						
	880 80		436 00	0 5 0		181 66
200 00	200 00	200 00		0 4 0	66 66	Grat. 83 33
200 00						Grat. 58 33
	200 00		100 00	0 4 0		33 33
150 00	150 00	150 00		0 4 0	50 00	Grat. 90 62
1,800 00	1,800 00	1,404 00		0 3 0	351 00	

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
277 20		277 20	Dec. 1, 1879	<i>F. Longworth</i>	Still alive
1,277 20				<i>R. Hogg</i>	Appointed May 18, 1880.
578 00		578 00	May 1, 1880	<i>J. G. Forbes</i>	Still alive
1,178 00	600 00			<i>C. Hagerman</i>	Appointed June 1, 1880.
		770 04	May 1, 1871	<i>C. Briscoe</i>	Still alive
	1,100 00			<i>J. Sandall</i>	Increased July 1, 1871..
1,470 04	300 00			<i>H. P. Sandall</i>	
2,570 04	400 00			<i>A. Harrison</i>	
		420 00	Oct. 1, 1870	<i>E. Duckett</i>	Died Dec. 31, 1875..... No successor
420 00					
		469 07	Nov. 1, 1870	<i>G. Henderson</i>	Died Nov. 2, 1872..... No successor
469 07					
		329 60	Mar. 1, 1871	<i>J. S. Lee</i>	Still alive ; no successor
327 60					
		314 64	Dec. 1, 1872	<i>J. Fitzgerald</i>	Died March 31, 1877..... No successor
314 64					
		409 56	April 1, 1872	<i>D. Lynch</i>	Died Jan. 31, 1873.....
959 56	550 00			<i>T. Robinson</i>	
		455 04	May 1, 1871	<i>F. Thompson</i>	Died Sept. 30, 1875.....
1,255 04	800 00			<i>W. H. Carter</i>	
		270 00	July 1, 1872	<i>W. Armstrong</i>	Died March 31, 1874..... No successor
270 00					
		287 28	July 1, 1872	<i>J. C. Davis</i>	Died May 31, 1878..... No successor
286 28					
		288 84	Aug. 1, 1875	<i>J. Green</i>	Died Sept. 30, 1879.....
888 84	600 00			<i>W. Burns</i>	Appointed Sept. 1, 1875.
288 84					
		607 60	Jan. 1, 1879	<i>R. M. Longmaid</i>	Still alive..... No successor
607 60					
		500 00	Sept. 1, 1878	<i>C. S. Wylde</i>	Still alive.....
1,700 00	1,200 00			<i>C. S. Bunting</i>	Appointed May 1, 1878..
		363 96	Mar. 1, 1871	<i>R. Brock</i>	Still alive..... No successor
463 96					
		327 12	Mar. 1, 1871	<i>J. Goodbody</i>	Still alive..... No successor
327 12					
		265 12	Mar. 1, 1871	<i>J. Palmer</i>	Died Sept. 30, 1873..... No successor
285 12					
		127 52	Mar. 1, 1871	<i>H. Popham</i>	Died March 31, 1872.....



S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual			During what number of years.	Total.	
Details.	Total.	Gain.	Loss.	Gain.		Loss.	
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.	
1,000 00	.....	723 00	.....	0 6 0	361 50	.....	
.....	1,000 00	.....	277 20	0 1 15	.....	34 05	
850 00	.....	222 00	.....	0 1 0	18 50	.....	
.....	850 00	.....	328 00	0 1 0	.....	27 33	
1,100 00	.....	.....	370 04	0 2 0	.....	61 67	
1,000 00	.....	.....	470 04	9 0 0	.....	4,420 36	
.....	.....	.....	.....	.....	.....	.....	
600 00	.....	180 00	.....	5 3 0	945 00	.....	
.....	600 00	600 00	.....	4 6 0	2,700 00	.....	
1,200 00	.....	1,200 00	.....	7 8 0	9,200 00	.....	
.....	1,200 00	730 93	.....	2 6 0	1,522 77	.....	
1,000 00	.....	670 40	.....	9 4 0	6,257 06	.....	
.....	1,000 00	.....	.....	.....	.....	.....	
924 66	.....	610 02	.....	4 4 0	2,643 42	.....	
.....	924 66	924 66	.....	3 3 0	3,005 14	.....	
650 00	.....	.....	.....	.....	.....	.....	
.....	650 00	.....	309 56	0 10 0	.....	257 95	
1,000 00	.....	.....	.....	.....	.....	.....	
.....	1,000 00	.....	255 04	4 5 0	.....	1,126 41	
600 00	.....	.....	.....	.....	.....	.....	
.....	600 00	330 00	.....	1 9 0	577 50	.....	
.....	.....	600 00	.....	6 3 0	3,750 00	.....	
720 00	.....	.....	.....	.....	.....	.....	
.....	720 00	432 72	.....	5 11 0	2,560 26	.....	
.....	.....	720 00	.....	2 1 0	1,500 00	.....	
650 00	.....	.....	.....	.....	.....	.....	
500 00	.....	261 16	.....	4 1 0	1,066 40	.....	
.....	1,150 00	.....	.....	.....	.....	.....	
.....	650 00	361 15	.....	0 1 0	30 10	.....	
1,000 00	.....	.....	.....	.....	.....	.....	
.....	1,000 00	392 40	.....	1 6 0	588 60	.....	
1,704 00	.....	504 00	.....	0 4 0	168 00	.....	
.....	1,704 00	4 00	.....	2 2 0	8 66	.....	
520 00	.....	.....	.....	.....	.....	.....	
.....	520 00	156 04	.....	9 4 0	1,456 37	.....	
628 00	.....	.....	.....	.....	.....	.....	
.....	628 00	300 88	.....	9 4 0	2,808 21	.....	
528 00	.....	.....	.....	.....	.....	.....	
.....	528 00	242 88	.....	2 7 0	627 44	.....	
.....	.....	528 00	.....	6 9 0	3,564 00	.....	
253 00	.....	.....	.....	.....	.....	.....	

APPENDIX

STATEMENT showing the names of the Employés &c.. of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.	\$ cts.		
127 52					No successor.....
146 40		146 40	June 1, 1874	<i>J. Browne</i> .....	Died Nov. 30, 1875..... No successor.....
145 56		145 56	Mar. 1, 1871	<i>J. Strachan</i> .....	Died Nov. 30, 1875..... No successor.....
216 60		216 60	May 1, 1875	<i>J. Casey</i> .....	Died Oct. 31, 1876..... No successor.....
114 00		114 00	Mar. 1, 1875	<i>A. Turgeon</i> .....	Died Oct. 31, 1875..... No successor.....
114 00		114 00	July 1, 1875	<i>F. Clarke</i> .....	Died Nov. 30, 1879..... No successor.....
273 60		273 60	July 1, 1875	<i>W. Fret</i> .....	Still alive..... No successor.....
114 00		114 00	July 1, 1875	<i>W. Peatman</i> .....	Still alive..... No successor.....
125 40		125 40	July 1, 1875	<i>A. Symmers</i> .....	Still alive..... No successor.....
114 00		114 00	July 1, 1875	<i>G. Tuck</i> .....	Still alive..... No successor.....
383 25		383 25	June 1, 1878	<i>G. Perkins</i> .....	Still alive..... No successor.....
225 72		225 72	Dec. 1, 1879	<i>W. Hynes</i> .....	Still alive..... No successor.....
90 96		90 96	July 1, 1871	<i>J. Doren</i> .....	Died Nov. 31, 1878..... No successor.....
133 32		133 32	Mar. 1, 1871	<i>W. M. Dunham</i> .....	Died Dec. 31, 1877..... No successor.....
711 73	456 25	255 48	Sept. 1, 1871	<i>H. Johnson</i> ..... <i>J. Brown</i> .....	Still alive.....
64 80		64 80	Mar. 1, 1871	<i>J. Lauders</i> .....	Died Aug. 31, 1874..... No successor.....
		Gratuity.	Dec. 1, 1871	<i>W. E. Manson</i> .....	

S—Continued.

Department, whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
	253 00	125 48		1 1 0	135 93	
		253 00		8 3 0	2,087 25	
209 00						
	209 00	62 60		1 6 0	93 90	
		209 00		4 7 0	957 91	
800 00						
	800 00	654 44		4 9 0	3,108 58	
		800 00		4 7 0	3,666 66	
600 00						
	600 00	383 40		1 6 0	575 10	
		600 00		3 8 0	2,200 00	
600 00						
	600 00	486 00		0 8 0	324 00	
		600 00		4 8 0	2,800 00	
600 00						
	600 00	486 00		4 5 0	2,146 50	
		600 00		0 7 0	350 00	
600 00						
	600 00	326 40		5 0 0	1,632 00	
600 00						
	600 00	486 00		5 0 0	2,430 00	
600 00						
	600 00	474 69		5 0 0	2,373 00	
600 00						
	600 00	486 00		5 0 0	2,430 00	
547 00						
	547 00	163 75		2 1 0	341 14	
600 00						
	600 00	374 28		0 7 0	218 33	
200 00						
	200 00	109 04		7 5 0	808 71	
		200 00		1 7 0	316 66	
350 00						
	350 00	216 68		6 10 0	1,480 64	
		350 00		2 6 0	875 00	
365 00						
	365 00		346 73	8 10 0		3,062 78
240 00						
	240 00	175 20		3 6 0	613 20	
		240 00		5 10 0	1,400 00	
480 00						Grat. 180 00

APPENDIX

STATEMENT showing the names of Employés, &c., of the Customs

Annual Resultant Costs of Colurans 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
					No successor.....
81 96		81 96	Mar. 1, 1871	... <i>B. McGie</i> .....	Still alive..... No successor.....
86 40		86 40	May 1, 1871	... <i>W. McPherson</i> .....	Still alive..... No successor.....
93 20		98 20	Mar. 1, 1871	... <i>J. C. Tuck</i> .....	Still alive..... No successor.....
		Gratuity.	May 1, 1874	... <i>T. C. Weir</i> .....	No successor.....
28 80		28 80	Nov. 1, 1876	... <i>E. M. Truesdell</i> .....	Still alive..... No successor.....
776 00	500 00	276 00	July 1, 1872	... <i>E. Léguire</i> ..... ... <i>W. H. Bastford</i> .....	Died Nov. 30, 1873.....
875 56	550 00	325 56	Dec. 1, 1872	... <i>W. McLean</i> ..... ... <i>R. W. Hodges</i> .....	Died Nov. 30, 1877.....
500 00	500 00	Gratuity.	Dec. 1, 1872	... <i>Jas. McNutt</i> ..... ... <i>W. A. Chipman</i> .....	
701 08	550 00	151 08	Dec. 1, 1872	... <i>J. Roy</i> ..... ... <i>W. Wood</i> .....	Died April 30, 1880..... Appointed Aug. 8, 1872..
			Dec. 1, 1872	... <i>G. Ryder</i> .....	No successor; gratuity..
443 16		443 16	Nov. 1, 1874	... <i>H. Coffee</i> .....	Still alive..... No successor.....
560 00		560 00	Aug. 1, 1879	... <i>W. J. B. Marten</i> .....	Still alive..... No successor.....
445 50		445 50	Aug. 1, 1879	... <i>R. Stewart</i> .....	Still alive..... No successor.....
342 00		342 00	Nov. 1, 1870	... <i>F. X. Frenette</i> .....	Still alive..... No successor.....
1,337 40	900 00	437 40	July 1, 1871	... <i>A. Douglas</i> ..... ... <i>B. Gordon</i> .....	Died Feb. 28, 1873.....
2,037 40	700 00			... <i>J. T. Bartram</i> .....	Appointed Oct. 16, 1871.
434 52		434 52	Aug. 1, 1877	... <i>J. Hall</i> .....	Still alive..... No successor.....
135 00		135 00	Mar. 1, 1871	... <i>H. B. Jamieson</i> .....	Still alive..... No successor.....
434 52		434 52	May 1, 1871	... <i>John Hatch</i> .....	Still alive..... No successor..
		178 20	Mar. 1, 1873	... <i>D. Gallagher</i> .....	Died April 30, 1879.....

S—Continued.

Department whose services have been dispensed with, &c.—Continued.

Previous Annual Cost.		Annual			Total	
Details.	Total.	Gain.	Loss.	During what number of years.	Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
	480 00	480 00		8 7 0	4,120 00	
300 00	309 00	218 04		9 4 0	2,035 04	
300 00	300 00	213 60		9 2 0	1,958 00	
300 00	300 00	201 80		9 4 0	1,883 46	
730 00	730 00	730 00		6 2 0	4,501 66	Grat. 273 74
150 00	150 00	121 20		3 8 0	444 40	
547 50	547 50		228 50	1 5 0		323 71
547 50	547 50		328 06	5 0 0		1,640 30
456 25	456 25		43 75	7 7 0		Grat. 114 00 331 77
547 50	547 50		153 58	0 4 0		182 50
456 25	456 25	456 25		7 5 0		1,139 05
				7 5 0	3,459 80	Grat. 340 00
650 00	650 00	206 84		5 8 0	1,172 09	
800 00	800 00	240 00		0 11 0	220 00	
900 00	900 00	454 50		0 11 0	416 63	
1,000 00	1,000 00	658 00		9 8 0	6,360 67	
900 00		462 60		0 3 0	115 65	
900 00	1,800 00		237 40	1 5 0		336 32
700 00	700 00	265 48		2 11 0	774 32	
500 00	500 00	365 00		9 4 0	3,406 67	
750 00	750 00	315 48		9 2 0	2,891 90	
456 25						

APPENDIX

STATEMENT showing the Names of the Employés of the Customs

Annual Resultant Costs of Columns 1 and 2.	Details.		Date of Superannuation.	Names.	Remarks.
	2 Successor's Salary in consequence of Superannuation.	1 Yearly Superannuation Allowance.			
\$ cts.	\$ cts.	\$ cts.			
634 45	456 25			P. Horne.....	
			Jan. 1, 1875	A. Robertson.....	Gratuity.....
		188 16	Aug. 1, 1875	R. Scatch.....	Died May 31, 1878 No successor.....
188 16		245 40	Jan. 1, 1877	J. Hughes.....	Still alive No successor.....
254 40			Feb. 15, 1880	D. Fraser.....	Gratuity..... No successor.....
		42 72	Aug. 1, 1877	C. Taylor.....	Still alive..... No successor.....
			Mar. 1, 1871.	E. Young.....	Gratuity..... No successor.....
		18 00	Oct. 1, 1879.	W. Brundige.....	Still alive..... No successor.....
18 00		84 00	June 1, 1880.	John Cochrane.....	Still alive..... No successor.....
84 00		167 54	July 1, 1871.	W. Foster.....	Still alive..... No successor.....
167 54		312 48	Dec. 1, 1872.	H. Ellis.....	Still alive..... No successor.....
312 48		120 84	Dec. 1, 1872.	M. Enright.....	Died Nov. 30, 1876.....
670 84	550 00			J. Rouillard.....	App'nted Dec. 1, 1872.....

S—Concluded.

Department whose services have been dispensed with, &c.—Concluded.

Previous Annual Cost.		Annual		During what number of years.	Total	
Details.	Total.	Gain.	Loss.		Gain.	Loss.
\$ cts.	\$ cts.	\$ cts.	\$ cts.	yrs. mos. dys.	\$ cts.	\$ cts.
	456 25		178 20	6 2 0		1,098 00
750 00	750 00	750 00		5 6 0	4,125 00	Grat. 125 10
550 00	550 00	550 00		2 1 0	1,145 83	
	550 00	361 84		2 10 0	1,025 20	
550 00	550 00	304 60		3 6 0	1,066 10	
300 00	300 00	300 00		0 4 15	112 50	Grat. 83 33
100 00	100 00	57 28		2 11 0	167 07	
200 00	200 00	200 00		9 4 0	1,866 66	Grat. 133 33
60 00	60 00	42 00		0 9 0	31 50	
300 00	300 00	216 00		0 1 0	18 00	
562 50	562 50	394 96		9 0 0	3,554 64	
600 00	600 00	287 52		7 7 0	2,180 36	
550 00	550 00		120 84	4 0 0		483 36
				Net Gain.....	206,488 34	146,109 78 60,378 56
						\$206,488 34

MEMO. of sums contributed towards the Fund by this Department yearly, since its establishment.

Year.	Outside Service.	Inside Service.	Total Contributions by Department.
	\$ cts.	\$ cts.	\$ cts.
1870-1.....	13,412 29	822 40	
1871-2 .....	13,713 22	843 08	
1872-3 .....	14,110 31	822 97	
1873-4.....	9,534 50	474 12	
1874-5.....	10,297 04	487 11	
1875-6.....	9,955 20	501 57	
1876-7.....	10,003 26	527 55	
1877-8.....	10,058 41	515 12	
1878-9.....	10,152 11	535 87	
1879-80.....	9,693 59	560 45	
	110,929 93	6,090 24	117,020 17
	ADD—Gains resulting from Superannuation as above.....		60,378 56
	Total Gain .....		\$177,398 73

W. S. PARMELEE,  
*Accountant.*

CUSTOMS DEPARTMENT,  
OTTAWA, 5th March, 1881.



APPENDIX T.

STATEMENT showing the Names of Employés of the Office of the Governor-General's Secretary whose services have been dispensed with under the provisions of the Superannuation Act, the Names of other Employés affected by such Superannuation, and other information connected therewith, from the date at which the Act came into operation, viz., 1st July, 1870, to 30th June, 1880.

Annual Resultant Cost.	Annual Cost as the result of Superannuation.		Date of Superannuation.	Names.	Annual Previous Cost.		Annual		Paid during years.		Total
	Salaries.	Superannuation Allowance			Details.	Total.	Gain.	Loss.	Gain.	Loss.	
\$ cts.	\$ cts.	\$ cts.			\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
.....	.....	1,435 00	Jan. 1, 1875.	..... Henry Cotton.....	2,050 00	.....	.....	.....	.....	.....	.....
.....	1,800 00	.....	.....	..... John Kidd.....	1,500 00	.....	.....	.....	.....	.....	.....
.....	600 00	.....	.....	..... St. L. Herbert.....	.....	.....	.....	.....	.....	.....	.....
495 3,835 00	.....	.....	.....	.....	.....	3,550 00	.....	.....	.....	.....	641 25
Total amount contributed by the Department to the Superannuation Fund up to 30th June, 1880.....					.....	.....	.....	.....	.....	.....	\$ 1,344 46
Less loss, as above.....					.....	.....	.....	.....	.....	.....	641 25
					.....	.....	.....	.....	.....	.....	\$ 703 22

OTTAWA, March 5th, 1881.

F. DEWINTON, Lt.-Col.,  
Governor-General's Secretary.

## APPENDIX U.

## MEMORANDUM.

In reply to the note of D. McInnes, Esq., Chairman of the Civil Service Commission, asking for a memorandum showing the organization of the Department of Militia and Defence, together with the various branches into which it is divided, and the work appertaining to each, the Adjutant-General of Militia has the honor to submit the following remarks:—

The Department of Militia has an office staff of a Deputy Minister and four clerks. It has also an Account Branch, a Store Branch and a Military Branch.

The first of these three latter has an accountant and four clerks, and is charged with the keeping of accounts, and the payment, by cheque, for military services.

The second has a Director of Stores, who is designated "Keeper of Militia Properties," other than those in immediate occupation, or in possession of the Military Branch for militia purposes in the various districts.

The third is the Military Branch, of which the General Officer Commanding the Militia is head, he being charged by law with the military command and discipline of the militia.

The Adjutant-General's Office is not a branch of the Department of Militia and Defence in the nature of a branch of ordinary departments. It is attached, for convenience of communication; but is entirely separate and distinct in all legitimate duties connected with the command and discipline of the militia. The Adjutant-General communicates with the force on those subjects, by order of the General Officer Commanding, and in his own name on all other matters relating to the ordinary routine of his office. He is assisted in the discharge of his duties by a civil staff consisting of seven persons.

The proper duties of the Adjutant-General are to assist the Major-General Commanding in all matters relating to the military command and discipline of the militia. He controls and directs the office duties of the civil staff attached to his office, and is charged with the custody of all official records relating to command, drill and discipline, and, in addition, those relating to organization, to the appointment, qualification and retirement of officers, to drill sheds, rifle ranges and rifle practice, to schools of military instruction, to boards of examiners, to courts-martial, to the enrolment and discharge of militiamen, the roster of corps, and officers for duty, the Military College, including examinations for cadetship and admission of cadets. He prepares all commissions, and provides and issues all blank forms required in connection with his office, and books of instruction and regulations for use by the militia. He makes requisition for the issue from Dominion stores of arms, accoutrements, equipments, ammunition and clothing required for use by the active force, and is charged with the custody of supplies whilst in possession of the several corps.

As there is no Quartermaster-General, he also discharged the duties appertaining to transport, to the quartering of troops, requisitions for the issue of tents, blankets and other stores for camping and for barrack use, to the Military Intelligence Branch, including official maps and plans of the frontier, of the forts and barracks in military occupation and custody, and information relating to the telegraph lines and roads, railways, canals, waterways and food supplies of the Dominion, to the facilities for transport, and to the population, their condition, idiosyncracies, productions in agriculture and manufacture, their commerce, capabilities and preparations for defence, and generally everything that would be likely to affect them, or any section of them, in cases of war or local disturbance.

He is the channel of communication on subjects relating to supplies of food, forage, fuel, light, medicines, medical appliances, claims for compensation for acci-

dents or injuries on service, repairs to buildings or works, and relating to all new militia works or projects in the Provinces which require special authority for a money expenditure. He is also Chairman of the Board of Visitors to the Royal Military College, and, as next senior officer, acts as such during absence of the General Officer Commanding from headquarters.

Theoretically, the Adjutant-General is not supposed to make direct communication with the civil portions of the Department, but that the General Officer Commanding is responsible for administration on the different matters received by, passed, or acted on by the Adjutant-General. The General Officer Commanding transmits official matters requiring Minister's sanction, and the replies are addressed by Minister to him, although it is apparent he does not consider himself responsible for work other than that relating to command and discipline, with which he is charged by law, and for any reports made by him on special subjects. He forwards papers on general subjects, but does not assume responsibility in cases where final concurrence depends upon the public policy, and rests with the Minister. The words "forwarded," "transmitted," or "recommended," do not, therefore, imply any assumption or responsibility as to contents; they are passed in the channel of communication with the accumulations of names without a chain of responsibility, which virtually ends with him whose name stands first, or other person, as the case may be, in whose special department the subject may lie. No General Officer Commanding can give minute attention to official details, and so the regulations impose special duties upon individuals in the various branches of the military service, and for the proper execution of which they are held individually accountable.

The existing militia system has grown from a small beginning, in which the duties of organization, command, equipment, clothing, discipline, pay, transport and supply were vested in the Adjutant-General, and the duties were carried on under the general direction of an acting Minister, who was, at the same time, head of another Department. Later, a special Department of Militia was created, a Minister and Deputy Minister appointed and the Store and Pay Branches were withdrawn from the direction of the Adjutant-General with a view to relieve that officer from the responsibilities. The intention was good, but the relief was only apparent in respect to the stores, as, in order to keep the organization in existence, the Adjutant-General had to anticipate all requirements of the force, and to incur the responsibility, under sanction of the Minister, of providing and accumulating clothing, arms, ammunition, general supplies and equipment, so that they might be available for issue when required. It is difficult to make those not acquainted with the work understand that these duties, which, under the existing system should appertain to the Director of Stores and his staff, are extremely onerous when added to the legitimate duties of the Adjutant-General, multiplied as they have been from year to year by the ordinary growth of the requirements of the militia by the additions of permanent corps, schools of gunnery, and a Military College, and necessitating the formulation of rules, orders and regulations for the proper administration of all the interior affairs of the whole system.

There does not appear to be a proper appreciation generally of the difficulties appertaining to the administration of militia affairs; nor of the fact that the withdrawal of Imperial troops, garrisons and reserves of military appliances, stores, equipments and supplies has imposed an imperative duty upon all concerned to build up and properly maintain a Dominion system that will suffice for all ordinary contingencies. Any one acquainted with the nature of the service must be aware of the progress made, and of the difficulties yet to be surmounted.

The only special knowledge, in a military sense, which arises in man by intuition is to fight for existence, but to fight intelligently, even that instinct requires cultivation. It cannot therefore be expected that technical knowledge, relating to military stores and clothing exists by intuition—that any ordinary man can acquire it without apprenticeship, or satisfactorily perform such important duties without application, or the zeal necessary to make the service efficient.

Every article required for military equipment, ammunition and supply differs from ordinary articles of commerce; therefore, there is a need for special technical knowledge in the work of contracting for supplies relating to their manufacture, to their classification, and caring for them during the time they remain in store. It is not a sufficient reason to give for the continuance of this state of affairs that the work should be performed by some one. The order for the exercise by the proper officer of his legitimate and necessary functions should be imperative, and of a nature to secure the acquisition of the required technical knowledge to carry on the work with proper regard for the public interests involved.

While the acquisition of technical knowledge is considered needful for particular duties, the nature of the service requires the vigorous application of that knowledge in the proper channel, and the whole attention of employes in the discharge of their several public duties. The existing system permits some to engage in certain pursuits antagonistic to duties of the positions for which their salaries are issued. These pursuits necessarily distract attention from their legitimate work, and delays departmental routine. Another difficulty is that employes are liable to classify themselves according to nationality, to provincial designations, and to length of service, all of which are brought into operation when promotions and fitness for special work are being considered. If, therefore, a man becomes unfit, from any cause, for the satisfactory discharge of the duties of his position, the effect of departmental action adverse to any of these three designations must, as a matter of expediency, be considered before efficiency. The diplomacy which must be exercised under such circumstances is a matter for considerable concern, and instances have occurred where such inefficiency and neglect of duties have been permitted, rather than incur odium, which would result to those who should grapple with the difficulty; and so it frequently happens that the bulk of the departmental work is actually performed by a minority of those on the strength of the staff.

Another impediment results from the changes of Ministers, averaging one a year during the past eight years, in addition to several acting Ministers for brief periods.

These frequent changes do not permit any Minister to see the fruit of his labor, even if he becomes interested in the Department. The social and political claims upon his time are onerous, and he naturally feels little inclination to grapple with so difficult a subject as the militia administration proves to be under the existing conditions, viz., a large numerical force, with too little money to provide for its requirements. He is, perhaps, in favor of a reduction in the strength, so that it may bear a just proportion to the means voted by Parliament for its maintenance. He finds political consideration barring the way to any general or equitable mode of reducing the strength, and cannot be expected to possess the inclination, even if he had the time, to fight the battle necessary to impress his conviction upon his colleagues and members of Parliament. Thus it follows that the militia policy is defective, and that members of the staff have to be continually on the alert to prevent unfavorable criticism on the policy, and expression of ill-feeling on the part of the force.

WALKER POWELL, Colonel,  
*Adjutant-General, Militia.*

ADJUTANT-GENERAL'S OFFICE,  
OTTAWA, 2nd December, 1880.

## APPENDIX V.

### RULES GOVERNING APPOINTMENT AND PROMOTION IN THE NEW YORK POST OFFICE.

For the purpose of making it more certain that only persons of good character and adequate capacity shall be selected from among applicants too numerous for the Postmaster to become informed of their individual merits by personal investigation, the following rules are established:—

1. Hereafter all applications for clerical appointment at this Post Office must be made in accordance with a prescribed form, a copy of which will be furnished to each applicant.

2. All appointments to clerical positions will be made to the lowest grade, and no applications from persons under sixteen or over twenty-five years of age will be entertained, except those honorably discharged from the Army or Navy of the United States.

3. On receipt of an application for appointment, and before further action is taken in regard to it, the applicant will be referred to the medical officer for examination as to his physical condition, as being adequate for the service; and if the report is unfavorable, the application will be rejected. Should the report be favorable, the application will be filed and registered in its regular order.

4. Every application must be accompanied by a certificate, signed by not less than three nor more than five reputable citizens, stating the time for which each has been acquainted with the applicant, and testifying to his good character and reputation for integrity, sobriety and industry, and to the willingness of the signers to furnish personally any further information they may possess concerning the applicant, if so requested by the Postmaster or the Board of Examiners.

5. Applications not properly filled out as herein required, or which are found to contain false statements, or which in any other manner show the unfitness of the applicant for employment in the Post Office, will be rejected, and applicant notified of such rejection.

6. All examination papers, with the markings showing the relative proficiency of the candidates, will be carefully preserved and filed.

7. The names of candidates which have been on the register for one year without being reached for examination, will be regarded as removed, and will not be selected for examination, unless again placed on the register by a new application, after which they will be selected when reached in order.

8. All applications duly received and filed shall, when reached in order, be referred to a Board of Examiners, which is hereby appointed, and which shall consist of the Assistant-Postmaster, Auditor, the General Superintendents of the Fourth, Fifth, and Sixth Divisions, and the Assistant-General Superintendent of the Third Division. The Postmaster's Private Secretary shall also act as Secretary of the said Board.

9. When vacancies occur in the lowest grade, the Board of Examiners shall notify such number of applicants, not less than twenty, of those first on the register of applicants, to appear for a competitive examination.

10. The questions to be asked and answered at such examinations shall be such as will show the relative proficiency of the candidates:

(1.)—In penmanship;

(2.)—In arithmetic;

(3.)—In Geography;

(4.)—In English grammar;

(5.)—In the history of the United States, and in matters of a public nature, to the extent that may be required adequately to test general capacity or special fitness for the postal service.

11. The Board shall present to the Postmaster a list of the names of the successful candidates in the order of their excellence, as shown by the examination, beginning with the highest; and the appointments will be made from the three highest names on the list.

12. All further details in methods of examination will be left to the discretion of the Board, but subject to the instructions of the Postmaster, in conformity herewith.

13. All vacancies that may occur in the higher grades of any Department shall be filled by promotion from the lower grades, by means of competitive examinations, to which shall be admitted as competitors such persons only as are already employed in the division in which the vacancy exists, or in divisions having analogous duties.

The questions in these examinations shall be restricted mainly to matters pertaining to the ordinary business of that Department. The examinations shall be conducted by the General Superintendent of the division to which the Department is attached, assisted by such one or more other officers of the same as the Postmaster may select; and they shall report the result to the Postmaster in the manner provided in Rule 11, and the vacancy will be filled by the promotion of some of the three standing highest in the competition. But whenever the vacancy to be filled by promotion is that of a position requiring the exercise of administrative authority, the Board may add such questions as will test the degree to which the candidates possess special qualifications for such position.

14. For positions as porters, the examination will be confined to questions intended to test the physical ability of the candidates, and proficiency in reading, penmanship, and elementary arithmetic only.

15. The Postmaster reserves from the operation of the above rules for original appointment and promotion, positions of especial pecuniary trust, as well as those involving confidential relations, as private Secretary, etc.

THOMAS L. JAMES,  
*Postmaster.*

Approved: Let these rules go into effect May 1, 1879.

D. M. KEY, *Postmaster General.*

The foregoing rules are approved.

R. B. HAYES.

April 3, 1879.

## APPENDIX W.

In the Senate of the United States, 10th January, 1881, Mr. Pendleton (by request) asked and, by unanimous consent, obtained leave to bring in the following Bill, which was read twice and referred to the Select Committee to examine the several branches of the Civil Service.

A Bill to regulate and improve the Civil Service of the United States.

Whereas common justice requires that, so far as practicable, all citizens duly qualified shall be allowed equal opportunities, on grounds of personal fitness, for securing appointments, employment and promotion in the subordinate Civil Service of the United States; and

Whereas justice to the public likewise requires that the Government shall have the largest choice among those likely to answer the requirements of the public service; and

Whereas justice, as well as economy, efficiency and integrity in the Public Service, will be promoted by substituting open and uniform competitive examinations heretofore held in pursuance of the Statutes of eighteen hundred and fifty-three and eighteen hundred and fifty-five: Therefore,

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President is authorized to designate and employ five persons, not more than three of whom shall be adherents of the same party, as Civil Service Commissioners, and said five Commissioners shall constitute the United States Civil Service Commission. Three of said Commissioners shall hold no other official place under the United States, and the other two shall be experienced officers in the Public Service in Washington, but not in the same Department, and shall remain Commissioners no longer than they shall remain in the Public Service in some Department and reside in the District of Columbia.

The President may remove any Commissioner for good cause, after allowing him an opportunity for making an explanation in answer to any charges against him, such cause to be stated in writing in the order of removal, which shall be filed with the Secretary of State; but no removal shall be made by reason of opinions or party

affiliations; and any vacancy in the position of Commissioner shall be so filled by the President as to conform to said conditions for the first selection of Commissioners.

Three Commissioners required not to hold any other official place shall each receive a salary of three thousand five hundred dollars a year, and the two members holding some other public office shall each receive a salary of five hundred dollars a year in addition to their respective salaries in said office. And each of said Commissioners shall be paid his necessary expenses incurred in the discharge of his duty as a Commissioner.

SEC. 2. That it shall be the duty of said Commission :

1. To devise and submit to the President for his approval and promulgation, from time to time, suitable rules, and to suggest appropriate action, for making this Act effective; and when so approved and promulgated, it shall be the duty of all officers of the United States in the Departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

2. And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows :—

(1.) For open, competitive examinations for testing the capacity of applicants for the Public Service, now classified, or to be classified, hereunder;

(2.) That all the offices, places and employments so arranged, or to be arranged, in classes, shall be filled by selections from among those graded highest as the results of such competitive examinations;

(3.) That original entrance to the Public Service aforesaid shall be at the lowest grade;

(4.) That there shall be a period of probation before any absolute appointment or employment aforesaid;

(5.) That promotions shall be from the lower grades to the higher on the basis of merit and competition;

(6.) That no person in the Public Service is for that reason under any obligation to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so;

(7.) That no person in said Service has any right to use his official authority or influence to coerce the political action of any person or body;

(8.) There shall be non-competitive examinations in all proper cases before the Commission, when competition may not be found practicable;

(9.) That notice shall be given in writing to said Commission of the persons selected for appointment or employment from among those who have been examined, of the rejection of any such persons after probation, and of the date thereof, and a record of the same shall be kept by said Commission.

And any necessary exceptions from said nine fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission.

3. Said Commission shall make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall supervise and preserve the records of the same; and said Commission shall keep minutes of its own proceedings.

4. Said Commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or Board of Examiners, and its own subordinates, and those in the Public Service, in respect to the execution of this Act.

5. Said Commission shall make an annual report to the President, for transmission to Congress, showing its own action, the rules and regulations and the exception thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this Act.

SEC. 3. That said Commission is authorized to employ a chief examiner, who may also be the secretary of the Commission, a part of whose duty it shall be, under

its direction, to act with the examining boards so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall at all times be open to him.

After an opportunity of being heard in explanation of any charges against him, he may be removed by the Commission for cause to be entered on its minutes, and successor appointed. The chief examiner shall be entitled to receive a salary at the rate of four thousand dollars a year, and he shall be paid his necessary travelling expenses incurred in the discharge of his duty.

The Commission is also authorized to employ a stenographer and copyist, who shall be entitled to receive a salary of sixteen hundred dollars a year, and he may be removed and a successor appointed as is provided as to the chief examiner. The Commission may also engage the services of a messenger, at a salary of six hundred dollars a year, and may dismiss the same at pleasure.

The Commission may, at Washington and in any other part of the country where examinations are to take place, designate and select a suitable number of persons in the official service of the United States, after consulting the Head of the Department or office in which such person serves, to be members of Boards of Examiners, and may, at any time, substitute any other person in such service in the place of any one so selected.

And any person so selected shall be entitled, during the period he shall serve on any such Board, to receive a compensation for such service at a rate not exceeding five hundred dollars a year in addition to his regular salary in the Public Service; the amount of such additional compensation to be approved by the President, but the whole of such additional compensation which shall be authorized to be paid in any one year to all the examiners shall not exceed ten thousand dollars. It shall be the duty of the collector, postmaster and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said Board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated and lighted, at the City of Washington, for carrying on the work of said Commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said Commission. And the cost and expense thereof, and the several salaries, compensations, and necessary expenses hereinbefore mentioned, upon the same being stated in detail and verified by affidavit, shall be paid from any money in the Treasury not otherwise appropriated.

SEC. 5. That any said Commissioner, examiner, copyist, or messenger, or any person in the Public Service, who shall wilfully and corruptly, by himself or in co-operation with one or more other persons, defeat, deceive or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall wilfully, corruptly and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall wilfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall wilfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed or promoted, shall for each such offence be guilty of a misdemeanor, and, upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days nor more than one year, or by both such fine and imprisonment.

SEC. 6. Within sixty days after the passage of this Act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by



the collector, naval officer, surveyor, and appraisers, or either of them, or being in the Public Service, at their respective offices in each Customs district where the whole number of said clerks and persons shall be altogether as many as fifty. And thereafter, from time to time, on the request of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed, in connection with any said office or offices, in any other Customs district. And, upon like request, and for the purposes of this Act, said secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his Department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

2. Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the Public Service, at each post office, or under any postmaster, of the United States where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the request of the President, it shall be the duty of the Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

3. That from time to time said Secretary, the Postmaster-General, and each of the Heads of Departments mentioned in the one hundred and fifty-eight section of the Revised Statutes, and each head of an office, shall, on the request of the President, and for facilitating the execution of this Act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks and officers in the Public Service, pertaining to their respective Departments not before classified for examination.

SEC. 7. After the expiration of four months from the passage of this Act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith.

But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this Act conferred by the seventeen hundred and fifty-third section of said Statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.



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## ANALYTICAL INDEX

OF THE

## EVIDENCE.

[This Index has been carefully prepared after the model of the Indexes to reports of important English Commissions, before which a large mass of evidence has been taken—notably the Royal Commission on Friendly Societies (English Parl. Pap. 1873, Vol. 22). Under each person's name appears an analysis of his answers to the various questions. This testimony is again reviewed, and every material point distributed under its proper head. For example, under the titles Civil Service and Superannuation will be found references to all the answers that should appropriately appear in such a connection. Whenever there is voluminous evidence respecting a Department—Customs or Inland Revenue, for instance—it has been analyzed and placed under the proper head. In other cases the evidence will be simply found under the name of the person examined. In this way the Index has been made not only a ready reference to the evidence, but a digest of the same so far as practicable.]

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Appointments generally made on recommendation of Minister to Privy Council, *Lowe, J.*, 1441; sometimes on probation, 1442; present system works efficiently, 1440.

Fitness and aptitude best ascertained by probationary service, *Lowe, J.*, 1417; young men leaving school or college best class, 1466.

Correspondence branch, Patents, Statistical and Trademarks, Archives require special knowledge, *Lowe, J.*, 1469.

Patent Office conducted more cheaply than in United States, *Lowe, J.*, 1475.

Staff in Department not too large; requires extra assistance continually; 27 permanent officers, 14 extras, *Lowe, J.*, 1438, 1475; one officer might be superannuated, 1476.

Advantage of immigrant settlers exceeds cost of service, *Lowe, J.*, 1479.

Mode of keeping accounts, signing cheques, funds, expenditure, *Small, H. B.*, 1489-96.

Travelling expenses of officers, *Small, H. B.*, 1495

Each agency visited from time to time by Deputy or Secretary, *Small, H. B.*, 1477.

Exceptional work thrown on Department; Exhibitions at Philadelphia, Paris, &c., *Small, H. B.*, 1498.

ALEXANDER, H. See *Civil Service. Examination of representatives of Clerks.*

ANNUITIES. See *Superannuation*; *Civil Service* (evidence of Clerks).

APPOINTMENTS, MODE OF. See *Civil Service.*

APPRAISERS. See *Customs.*

ARCHITECTS. See *Public Works*; *Scott, T. S.*

ASHWORTH, JOHN, Cashier of P. O. Dept., evidence of. No. of Q., 330, 342; p. 82.

Thirty-seven years in Dept., 330, 331; changes in duties at intervals; deposits now made direct to Receiver General, 333-4; such changes lessened duties to certain extent, 335-6; office a distinct one but no check on accountant, 337; no assistants, 338; explains details of duties, 339-40; is Managing Director of C. S. Building Society, 341-2.

AUDITOR GENERAL. See *McDougall, J. Lorne.*

AUDITOR, DOMINION. See *Finance, Dept. of*; *Tims, T. D.*; *Howe, Sydenham*; *Seeley, W.*

AUSTIN, JOSEPH, Surveyor of Port of Halifax, evidence of. No. of Q., 3052-63; p. 361.

Thirty-eight years in service, 3052; nature of duties—surveillance of landing and tide waiters, &c., 3053-5; receiving and suzerance and bonding warehouses under his sole control, 3058; packages kept separate from each other, except in spirits, in bonding warehouses, 3050; examines regularly all warrants for delivery of goods, 3061-2; receives and checks daily Government copy of each bill of entry 3063; checks only moneys received for Customs duties, but puts no mark, 3056; makes quarterly balance sheet of all goods, 3064; expedient to have more copious and specific instructions from Department, 3065.

BAILLARGÉ F., Deputy Minister of Public Works, evidence of. No. of Q., 1900-55; p. 226.

In service thirty-six years, 1900; appointments made in department by Order in Council of some of officers of former department, and others from outside—enquiry made as to competency and moral character—all parties from outside first probationary, some for about a month—ages from 32 to 34, 1901-4; conditions of Civil Service Act of 1868 not observed as regards ex., but such ex. not sufficient to test qualifications of officers required in P. W.,—such an ex. should be made by

**BAILLARGÉ, F.—Continued.**

department, and candidates should know both languages, 1905-6, 1912; methods in Great Britain, France and Belgium not desirable in the P. W., 1907; if in future as in past, only persons recommended by Minister could be examined, 1908; so far, promotions only regulated by merit, 1909; vacancies should and can be filled by officers in department, but certain offices, like Chief Engineer and Architect, would have to be filled from outside, 1910, 1917; in case of examination, immaterial whether system of political nomination is continued or not, 1911; some employés on probation for 5 years, because no vacancy existed on permanent staff 1914-5; in case of idle or useless clerk, he may be suspended and payment of salary stopped, or dismissed in flagrant cases, 1918; Chief Architect alone paid out of Civil Gov. appropriation, and his subordinates out of appropriation for buildings on which they are employed—architect alone contributes to superannuation fund, 1919-20; some of these employés in service from 1 to 25 years, but not advisable to classify all subordinates on Chief Architect's staff—Chief Asst. and draughtsman should be permanently appointed, 1922; states particular duties of Architect's staff and amounts paid in all, \$9,173.07, 1923; extra clerks employed, whose salaries probably would not appear in Public Accounts, as they are paid from appropriation for various works on which they are engaged, 1924-5; present classification sufficient, 1926; one officer has reached age of superannuation, and another suspended for inebriate habits, 1927; in favor of present system of increase of salaries, at present in dept. no one entitled to it when he neglects his duty for several days, 1928-9; extra clerks employed of necessity, and better to employ some of them permanently, 1930-1; amount paid for advertisements in 1879-80, \$1,643.00, in 88 newspapers—1880-1, paid quarter 30th Sept., 1880, \$1,554.12, in 54 newspapers, 1932; most work in dept. technical, 1933; office of paymaster should be placed under Chief Accountant, 1934; mode of placing dept. in funds, their disbursement and signing official cheques, 1935, 1944-5; duties of Mechanical Superintendent, who must have special qualifications of a high order—his salary not in Public Accounts because at present he is not on permanent staff—no longer in charge of buildings beyond capital—large sums dependent on his properly looking after working of dredges as Superintendent—does not, but should, participate in benefits of Superannuation Act, 1936-41; system of issuing certificates preferable to paying by departmental cheque, though it acts unjustly in some cases, 1937, 1942-3; books of dept. not inspected by auditor, 1946; attendance noted in book and regular, 1947; no person engaged in outside business, 1948; heads of branches allowed \$3 50 for hotel expenses exclusive of travelling, others \$35 per month and their subordinates \$25, 1949; employment of extra clerks authorized invariably by Minister, 1950-1; Superannuation Act beneficial to service, only one case of a Chief Messenger, very old, 1952-3.

**BAIN, JOHN**, Accountant of Department of Railways and Canals, evidence of. No. of Q., 2306-72; p. 273. In service 23 years, 2366; mode of dealing with appropriations voted by Parliament for various works and services of dept.—books balanced at end of year—system requires time to be carried out—prefers system of making payments through another dept. than his own, 2377-70; monthly salaries, advertising, petty contingencies made directly by dept. under letter of credit system, 2367, 2371; vouchers, 2367, 2372.

**BANKS**, relies of to circular letters. See *Appendix B*, p. 387.

**BARBER, E. C.**; See *Civil Service. Examination of representatives of Clerks.*

**BAXTER, R. W.**, Finance Dept., evidence of. No. of Q., 2638-54; p. 295.

Twenty four years in service, 2638; states nature of his work—supervision of appropriation ledger work, 2640; authority for payments, whether on account of appropriations voted by Parliament or on all other accounts,—in case of special and urgent expenditure for which no parliamentary provision exists, special warrant issued by H. E. Governor General, 2640; system of annual increments, reward for diligent discharge of duties, but recommends division of first class instead of two divisions of second class clerks—also higher classification of the one first class clerk, 2611.

**BELLEMAIRE R.**, District Inspector of Inland Revenue, Montreal, evidence of. No. of Q., 1017-43; p. 145. In his district, 11 judicial districts and as many Revenue Divisions 9 under his surveillance and 2 inspected by Dept. at Ottawa, visits offices of Inland Rev. or Excise and Weights and Measures, &c., 1017; visits places where excise goods are produced four times a year, 1018; bonded warehouses examined and stock taken in all divisions except Montreal personally by himself four times a year, in Montreal, by officers under him every six months, 1019; checks operations of manufacturers from ingress of raw material to payment of duty and delivery of goods, 1020; register kept showing different places where excisemen are employed, 1021; books and vouchers checked each day as rule and checking safe, 1022; ascertains whether Collector and officers perform their duties by constant superintendence and inspection of books, 1023; describes manner in which Revenue stamps are procured and dealt with, above 150,000 issued monthly, 1024; not aware of officers receiving perquisites except in case of seizures, in which he does not participate, 1025; Governor in Council appoints clerks and other employés, who are required to pass examination, 1026-8; staff on whole efficient, but numerically inefficient in Montreal division, 1029; promotions of late for merit, 1030; no officers engaged in outside business except one very efficient accountant (\$500 a year) employed occasionally after office hours, 1031; as rule employés sufficiently educated for duties, 1032; several officers unfit for office, 1033; attendance book kept and attendance generally regular from 9 30 to 4.00, sometimes longer, 1034-5; scale of salaries not proportionate to duties and responsibilities, 1036; recommends permanent Board of Examiners for preliminary examination, and probationary stage, as now already exists in Inland Revenue D., 1037; under requirements of new Act, staff insufficient, 1038; has power to suspend for dereliction of duty, 1039; cash received in current money and accepted cheques, when duty exceeds \$500, person paying it deposits amount in bank to credit of Receiver General, and banks' receipt therefor received in payment, cash receipts deposited

**BELLEMEARE, R.**—*Continued.*

daily at noon to credit of Receiver General—any sum received subsequently in possession of collector and kept in safe, 1040; one defaulter to considerable extent, now in penitentiary, 1041; officers under bonds, 1042; selection of officers should be based on physical and intellectual qualifications tested by examination, probationary stage then necessary, 1043.

**BLACKADAR, HUGH W.**, Postmaster of Halifax, evidence of. No. of Q., 3066-82; p. 361.

In present position six years, 3066; Asst. P. M., 2nd, 3rd and 4th class clerks graded, other employés not so, 3067; first appts. by dept. at Ottawa, all on probation, and on rec. of members, no ex., 3068-9; comp. ex. no doubt best method, but present system has worked satisfactorily, 3070; increases of salary made by dept., recommend promotion only on grounds of merit, 3071, 3078; appts. to more highly paid offices not made from outside the service, 3072; one more officer than necessary, none incapable, 3073, 3075; under a change of system, giving more efficient clerks, smaller staff would suffice, 3074; 2 years would enable young man to become thorough sorting clerk, 3076; those fitted to become sorting clerks by good conduct ought to rise to senior clerks, 3077; discipline good, fines imposed, attendance book, 3079-80; registered letters tampered with four years ago, 3081; improvements suggested, 3081.

**BOLSTER, E. J.**, Inspector of Weights and Measures. Toronto D., evidence of. No. of Q., 707-27; p. 116.

His division covers Toronto and Counties of York, Peel, Ontario, Simcoe, Grey, Muskoka, and Algoma, 708; in service for 12 months as Chief Inspector, has general superintendence of work, six assistants, head office at Toronto, where he resides himself but family at Orillia, 709-11; is agent of British American Insurance Company, 712; has enough assistance and work efficiently done, 712-4; pay in proportion to duties \$500 a year, 715; one of his officers interested slightly in outside business, 716; office hours from 9 a. m. to 4 p. m., seldom leaves office himself till 6; in county official work according to circumstances, goes home to Orillia, where family reside, on Saturday afternoon and returns on Monday, 711, 718; his duty to see work properly done by assistants, 719; passed second class at examination, three of his assistants did not pass but still remain; does not think examination test of fitness, 720; Assistant Inspector does larger portion of work, 721; not instructed to inspect outside districts, but recently obtained permission to do so; has personally inspected City Inspector's work, 723; gives mem. of fees remitted by Assistant Inspectors, total \$261.87 in five months, 723; officers as a rule, attentive, 724; weights in Toronto not very inaccurate, but measures often so, 725; believes many weights and measures from England and United States, come into port, but only twice notified of such importations during past year, hundreds might come in without his knowledge and be incorrect, 726; in case of negligence in reporting such importations, Government loses fees and public protection of correct weights and measures, 727.

**BOWMAN, JAMES**, Assistant Inspector of Weights and Measures. evidence of. No. of Q., 728-34; p. 118.

Appointed on the 14th August, 1879, work chiefly in Toronto, duty to inspect different sorts of scales, &c., hours from 9 a. m. to 4 p. m., and often to 6 p. m., performs two-thirds of work, and could do more if not often obliged to take charge of office, 728-31; in City of Toronto three-fourths of work yet to be done, effect of non-inspection is to lessen revenue and allow many irregularities, as his experience teaches him public suffers loss from inaccurate weights and measures, 734.

**BRAUN, F.**, Secretary of Dept. of Railways and Canals, evidence of. No. of Q., 2341-65; p. 271.

In Civil Service for over 25 years, 2341; charged with general correspondence, care of papers, records, 2342; Dept. divided into Accountant's Branch, Record Room, Correspondence, Chief Engineers of Canals, Chief Engineer of Pacific R. R., 2343; permanent clerks appointed by Order in Council, never consulted on subject, not aware of any examination, so far persons appointed have been capable, 2344-8; very little promotion in Dept., 2349; examination and probation necessary in accounts, Engineering, and Corresponding Branches, but in others men of ordinary intelligence could discharge duties—would test qualifications by work in office, 2350-2; present system of increase of salary not advantageous, as certain clerks receive pay disproportionate to work, 2353-6; extra clerks employed and paid out of appropriation of works, 2357-8; asks for Contracts by advertisements, receives tenders, and takes them into the Deputy, who opens them in his presence and in that of a clerk, 2359-60; amount of advertising last year, \$24 744 72 in 253 newspapers, 2361; clerks in Department all know they are not at liberty to make use of any knowledge obtained in discharge of duty, 2362; attendance book kept, 2363-4; several employés, whose salaries are charged to construction, do not pay superannuation, 2365.

**BRYMNER, DOUGLAS**, Archivist, evidence of. No. of Q., 2073-9; p. 243.

Has charge of historical records, 2073; was member of Committee in 1867, to consider superannuation and life annuities, 2074-5; prefers system of annuities for wives and children of deceased officers, as provided by Grand Trunk R. R. Co., and Railway Cos in France, 2076; such scheme should be general and based on average salary of officials, and extended to death or remarriage of widow and up to majority of youngest child, 2077-8; preferable to have compulsory system, 2079.

**CANADIAN PACIFIC RAILWAY**: See *Schreiber, Collingwood.***CARRUTHERS, JOHN**, Assistant Postmaster of Toronto, evidence of. No. of Q., 561-89; p. 104.

In service since 1872, began as clerk, 562; duties involve general supervision, etc., 563; from knowledge of staff, has no more clerks than necessary, favors employment of supernumeraries at call of dept., has no inefficient clerks in office, 564-6; best men came in from 18 to 25 (which should be maximum) at \$360 a year, 567a-7b; some men doingsame duties at different salaries, 568; clerks begin with small salary and get annual increase, but young men who learn duties quickly do not obtain increase or promotion more rapidly, 569-70; incentive to efficiency if increase of salary depended on quickness with which duties are acquired, 571; clerk entering office should

**CARRUTHERS, JOHN**—*Continued.*

read and write quickly and have good eyesight, 572; work of clerk attaining highest position compares favorably with that of clerks in ordinary firms, 573; if increase of salary and promotion depended entirely on merit, and incompetent men were discharged, expenses might be reduced, 574; men changed to different work constantly, 575; clerks allotted special kinds of work fully occupied in office hours, man who works 8 hours conscientiously does good day's work, 576-7; might do work with smaller staff if hours increased or had himself choice of men, or a system of promotion from proved merit would have same effect, 578-9; prefers man with best education, 580; favors competitive examination and probation afterwards, 581-2; two over 70 years of the 44 carriers perform no work but draw full salaries, these carriers are appointed in usual way, 583; discipline good, in case of insubordination reports to P. M. General and fine inflicted, in case of gross offence man dismissed, 584; attendance book kept, 585; monthly report made to dept. concerning staff, 586; system of discipline by fine or otherwise peculiar to office, and acts beneficially, 587-9

**CASE, H. N.**, Postmaster at Hamilton, evidence of. No. of Q., 864-90; p. 130.

In service since 1st December, 1874, 864-5; has quite enough clerks, but hardly enough carriers if delivery increased, 866; only one first-class clerk, others divided into first, second, third and fourth; one man (first class) ought to be superannuated; another a good deal out of office from ill-health, one man receives \$1,200 for work that might be performed at \$400; duties performed by first-class clerk could be done by third or fourth class clerks, 867-69; appointments made on recommendation of city members, and when clerk needed he reports and one sent, has never had occasion to refuse temporary appointee, 870; has several officers capable of filling vacancies which take place in case of two named being superannuated or leaving service, 871; in case of superannuation of first-class clerks, work could be done by present staff supplemented by men coming into inferior positions, 872; work of office might be lessened by change in mode of distribution of mail for East from British Columbia and Manitoba, such mails should not be detained at Hamilton, 873-4; work of first-class clerk different from that of second or third class, no clerk could do all work of office and fill at will all situations, 875; carriers appointed in same way as clerks, beginning now at \$300, 876; promotion and increase of salary regulated by seniority and merit—at all periods of promotion he reports on clerks to be promoted, 877; max for 4th class, \$520, 3rd \$600, 2nd \$1,100, 1st \$1,200, 878; makes a return of conduct every month—discipline of office good as a rule—only punishment he has personally inflicted has been fine for neglect—one case of suspension—too many holidays on full pay, 879; average attendance, 8 hours a day, hours all sorts on account of irregularity in duties, 880; no clerks have entered under 18, and none over 23 or 24 since his appointment,—from 18 to 21, in general, good age, 882; present method of selecting persons for promotion and first appointment best that could be devised, as all his clerks are qualified, but it is only by probation a good clerk can be judged, 882-4; assistant P. M. competent officer, 855; only examination he would enforce would be to test ordinary education—habits of candidate would be best test of his fitness, but no doubt some kind of preliminary examination necessary, 887; everyday duties are an examination in themselves and clerks thereby prove efficiency, 888; only ordinary intelligence required in performance of duties, 889, 90.

**CASGRAIN, H.** See *Civil Service. Examination of representatives of Clerks.***CHAMBERLIN, Lt.-Col.**, Queen's Printer, evidence of. No. of Q., 2284-2315; p. 263.

In service for ten years, 2284; has charge of printing of Statutes, superintendence of *Gazette*, departmental printing, etc., 2285; advertisements for service under his supervision, but as matter of fact certain local officers issue such, and send accounts to him to audit, 2286; four clerks and messenger in branch, appointed by Government, 2287-8; more strictness in ex at entrance requisite.—best age from 18 to 21,—ex. and probation necessary, but not competitive ex except where scientific knowledge is required,—nominations must be made by Minister of Crown, and ex. should be such as to show candidate had education fitting him for work before him,—English system has broken down in some respects because educational tests did not satisfactorily test competence of men, - independent board of examiners best, 2289 2303, 2307, 2309; promotions should be kept for those in service, and made solely on recommendation of the deputy heads of depts., 2304-7; provision in C. S. Act allowing appointments from outside where fit men for particular service cannot be found within it, necessary, 2310-1; his opinions as to political patronage, 2309, 2314; as far as economy is concerned, present system of public printing cannot be improved upon, but possible to secure more excellence and speed in execution by establishment of Government Printing Office,—tenders should only be asked from men well established and known in business and power given to Government to renew the contracts on fair readjustment of prices.—better to entrust sale of Statutes and *Canada Gazette*, as well as blue books, to one or more leading booksellers in large towns,—well to extend system pursued by P. O. Inspectors in ordering advertisements to all local officers of depts. who require to issue such, 2315; communicates his opinions as to unfairness of operation of Superannuation Act,—Government should undertake cost altogether or provide some equivalent for wives and children.

**CHERRIMAN, Prof.**, Superintendent of Insurance, evidence of. No. of Q., 2054-72; p. 241.

In favor of entrance pass ex for departments, with min. of requirements for entrance, and promotion should be within control of permanent heads, 2057-9; would admit anyone with good certificates of character, limitations as to age, depending on nature of service, 2060-1; nomination by heads of dept., 2062; absolute competition would be best plan, but not possible to go as far under present state of things, 2063; competitive ex would indicate fittest of a number of candidates, 2064-6; probationary stage advisable, 2067; political patronage should be abolished, 2068; most suitable age for entrance from 18 to 21, but for special work age greater, 2069; candidate who passes high class ex. would make as rule best civil servant, 2070; permanent examining board, free from political influence, would bring about reform, 2071-2.



CHIEF CLERKS, CUSTOMS.—See *Customs*.

## CIVIL SERVICE:

Present system of appointments and promotions very injurious on whole to service, *Griffin, W. H.*, 7-8; *Wicksteed, H. A.*, 225-6; *Emery, M.*, 921; *Smith, W.*, 2826; *Dennis, Col.*, 1513; *Mewburn, T. C.*, 2170; but not injurious in one department (Agriculture), *Lowe, J.*, 1440: does not furnish right material for promotions, *Dennis, Col.*, 1573; *McDougall, J. L.*, 2749; discouraging to service, *Ross, W.*, 3007, 3942; *Woodrow, J.*, 3271.

English system of competitive examination for first admission, desirable, *Griffin, W. H.*, 9-18, 21, 23, 78, 85, 93; *McDougall, J. L.*, 2750-2, 2759; *Ross, W.*, 3003; *Blackadar, H. W.*, 3070; *Story, J. D.*, 3087; opinions adverse to same, *Chamberlin, Col.*, 2232-2302; such system advisable, but necessary also to have special examination with respect to requirements of each dept., *Stewart, J. C.*, 283-91, 293-8; *Dennis, Col.*, 1506; system of political nomination with ex. would give tolerably effective service, *Forsyth, W. F.*, 1213-20, 1228, 1233-5; *Chamberlin, Col.*, 2293; elimination of improper persons from first appointments by competitive ex. and probationary term would improve rank and file, *Forsyth, W. F.*, 1225-9; *Robins, P. M.*, 1682; opinions in favor of first ex., *Wicksteed, H. A.*, 218, 228-9; *Macpherson, Col.*, 1199-1201; *Panet, Col.*, 374; *Powell, Col.*, 487-91, 503; *Dewe, J.* (at length), 432; *Sweetnam, M.*, 521-3, 558; *Dickson, G. P.*, 700; *Bellemare, R.*, 1043; *Pruneau, J. B.*, 1147; *Vankoughnet, L.*, 1612, 1619; *Godson, H.*, 1810-11; *Cherriman, Prof.*, 2056-65; *Braun, F.*, 2350; *Trudeau, J.*, 2428; *Côté, J. O.*, 2469; *Kidd, J.*, 2494; *Courtney, J. M.*, 2518; *Toller, F.*, 2643; *Tims, T. D.*, 2670-7, 2685; *Johnston, H. W.*, 3136-7; *McMillan, J.*, 3264; *Woodrow, J.*, 3273; *Smith, W.*, 2826-7.

Ex. should be fixed and include specialty, *Dennis, Col.*, 1506, 1516.

Ex. should be confined to grades under deputy heads, *McDougall, J. L.*, 2755-7;

Pass ex. not as useful as competitive, *Griffin, W. H.*, 33; *Sweetnam, M.*, 558; *Robins, P. M.*, 1683; *Godson, H.*, 1811; pass ex. advocated, *Cherriman, Prof.*, 2058-9; *Toller, F.*, 2645; open and competitive, *Courtney, J. M.*, 2519;

Ex. and probation required in Dept. of Inland Revenue (outside service), *Robins, P. M.*, 1671-5; would secure better men, *Godson, H.*, 1782-90; 1801, 1806; tends to efficiency, *Esson, G.*, 3114-8;

Ex. should be made by officers of dept. where candidates are to be employed, *Buillargé, F.*, 1906.

Best age for entrants from 18 to 21, *Cherriman, Prof.*, 2069; *min. age*, 18, *max.*, 25, *Griffin, W. H.*, 11; *Chamberlin, Col.*, 2290; from 20 to 25, *Côté, J. O.*, 2468; from 18 to 20, *Kidd, J.*, 2497; from 18 to 19, *Toller, F.*, 2616; *McDougall, J. L.*; *min.* 18 in the lowest grade; 2754; 18 to 22, *Smith, W.*, 2829

Permanent Board best means of ex. as less liable to political influence than Ministers, *Griffin, W. H.*, 108; *Panet, Col.*, 392; *Emery, M.*, 921; *Bellemare, R.*, 1043; *Robins, P. M.*, 1684; *Courtney, J. M.*, 2531; *Ross, W.*, 3003; *Story, J. D.*, 3087; *Ruel, J. R.*, 3167; *McMillan, J.*, 3264; *Smith, W.*, 2826-7, 2849; such ex. as in Military College or Universities advisable, *Panet, Col.*, 387; Board should be appointed as Auditor-General, *Dewe, J.*, 472-3; as Judges, *Dennis, Col.*, 1508; *Godson, H.*, 1815; *Chamberlin, Col.*, 2303, 2307; *Courtney, J. M.*, 2525; *McDougall, J. L.*, 2753; Board should determine whether a clerk should be retained or not after certain probation, *Lash, Z. A.*, 2322.

In Dept. of Railways and Canals (Engineering branch), advisable to appoint men familiar with public works from beginning, *Page, J.*, 2377, 2378-82.

In Customs every candidate should be examined by two officers of port, *Kavanagh, H.*, 2157.

Probation, good adjunct to ex., *Griffin, W. H.*, 19, 32, 85; *Forsyth, W. F.*, 1215, 1236; *Macpherson, Col.*, 1201; more important than ex. at entrance, *Panet, Col.*, 374-81, 389; *Kidd, J.*, 2496; *Trudeau, J.*, 2428; fitness and aptitude best ascertained by this test, *Lowe, J.*, 1447; opinions in its favor, *Dewe, J.*, 432; *Sweetnam, M.*, 523-4; *Patteson, T. C.*, 553; *Douglas, J.*, 613, 622; *Dickson, G. P.*, 752; *Case, H. N.*, 882; *Emery, M.*, 921; *Bellemare, R.*, 1037; *Pruneau, J. B.*, 1147; *Dennis, Col.*, 1512, 1520, 1550; *Vankoughnet, L.*, 1616; *Robins, P. M.*, 1682; *Cherriman, Prof.*, 2067; *Chamberlin, Col.*, 2291; *Lash, Z. A.*, 2322, 2326; *Braun, F.*, 2350-2; *Mewburn, T. C.*, 2170; *Trudeau, J.*, 2428; *Courtney, J. M.*, 2518; *Toller, F.*, 2644; *Tims, T. D.*, 2670, 2685; *Hoss, W.*, 3006; *Johnston, H. W.*, 3137; *Ruel, J. R.*, 3468; *McMillan, J.*, 3264.

Better system would reduce force in depts. and offices, *McDougall, J. L.*, 2775; *Ross, W.*, 3009; *Blackadar, H. W.*, 3074; *Ruel, J. R.*, 3171.

Officers entering service should be placed first in lowest class *Griffin, W. H.*, 22.

Educational test not necessary for admission to higher grades, *Griffin, W. H.*, 20.

Effect of increase of salaries under C. S. Act. good when punctually carried out, *Lowe, J.*, 1472; should go on when clerk is worthy according to certificate of clerk's superior, *Griffin, W. H.*, 43-5, 62; detrimental to service to give increases irrespective of manner in which clerk performs duties, *Wicksteed, H. A.*, 234-5; *Lash, Z. A.*, 2334; *Braun, F.*, 2354; promotions and increases of salaries should not be given for mere length of service, *Forsyth, W. F.*, 1232-3; annual increase should depend on satisfactory performance of duties, *Dewe, J.*, 432; *Douglas, J.*, 622; *Trudeau, J.*, 2447; *Baxter, R. W.*, 2641; *Ross, W.*, 3005; scale of salaries increasing from *min.* to *max.* by annual increment in each class desirable, *Griffin, W. H.*, 184; *Lewis, J.*, 2415; not desirable, *Smith, W.*, 2826, 2846-7; increase should only be given for greater service to public, *Dennis, Col.*, 1534; increase should be confined to lower classes, and only for good conduct, and in higher classes salary should be graded according to importance of duties to be performed, *Robins, P. M.*, 1708; should be extended to Customs, *Ross, W.*, 3042; system of duty pay preferable, *Courtney, J. M.*, 2542-3; fixed salaries not approved of, *McDougall, J. L.*, 2778-80.

Examination useful for promotion to higher classes, requiring special qualifications, but would not be applicable to lower classes; desirable that such clerks in lower grades be nominated by deputy head for admission to competitions, as would be likely to fill vacant positions to best advantage, *Griffin, W. H.*, 57-60.

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- In case of competitive ex. for all classes for first admission and the filling up of vacancies, selection should be made by Mini-ter. *Griffin, W. H.*, 61.
- Political influence often does injustice to deserving officers. *Griffin, W. H.*, 63, 71.
- Not expedient to throw open competition for any vacancy in higher grades in a dept. to all members in C. S. ranking below vacant position. *Griffin, W. H.*, 64.
- Promotions should follow zeal and efficiency. *Toller, F.*, 2553; *McDougall, J. L.*, 2759; *Johnston, H. W.*, 3136
- Promotion should go by merit, as otherwise useful officers are discouraged. *Griffin, W. H.*, 71, 79, 86; *Wicksteed, H. A.*, 222; *Stewart, J. C.*, 298-300; *Panet, Col.*, 418; *Sweetnam, M.*, 523; *Courtney, J. M.*, 2527; *Ross, W.*, 3605, 3012; *Woodrow, J.*, 3281; promotions, when possible, should be made in service. *Forsyth, W. F.*, 1221, 1240; *Sweetnam, M.*, 522; *Baillarge, F.*, 1910; *Smith, W.*, 2826, 2836; competitive ex. might advantageously be applied to promotions. *Panet, Col.*, 332-4; for length of service as rule. *Smith, W.*, 2831-5; promotions should be kept free of political influences. *Dewe, J.*, 475-9; *Courtney, J. M.*, 2529; *Tims, T. D.*, 2639; promotion for merit and service would tend to greater efficiency. *Carruthers, J.*, 574; *Douglas, J.*, 622; *Dickson, G. P.*, 761; *Case, H. N.*, 877; *Colbeck, H. N.*, 896; *Emery, M.*, 921; *Lowe, J.*, 1473; *Dennis, Col.*, 1575; *Vankoughnet, L.*, 1629; *Robins, P. M.*, 1687; *Ruel, J. R.*, 3167; promotion should depend on recommendation of superior officers. *Dennis, Col.*, 1506, 1521; *Chamberlin, Col.*, 2307; *Smith, W.*, 2830; ex. for promotions also necessary. *Robins, P. M.*, 1693; *McDougall, J. L.*, 2767; not necessary. *Smith, W.*, 2890; might be thrown open to whole service. 1694; should be based on both seniority and merit. 1695; efficiency should be first considered. *Lash, Z. A.*, 2323; official record of ability and efficiency useful. *McDougall, J. L.*, 2760-1, 2763-4; compet. and open ex. for C. S. would beneficially affect education. *McDougall, J. L.*, 2765.
- Provision in C. S. Act, allowing appointments of outsiders where a fit man for particular service cannot be found within it, necessary. *Chamberlin, Col.*, 2310.
- Clerks placed in one room, under an officer responsible to one officer would tend to efficiency. *McDougall, J. L.*, 2762, 2784; would tend to economy, but not necessarily to efficiency, were a Statute passed to fix, for several depts, number of clerks of different classes that should be borne on permanent staff of each, providing by some means for promotions within dept., and supplementing such staff either permanently or when necessary by extra clerks. *Griffin, W. H.*, 129; would not work satisfactorily. *Wicksteed, H. A.*, 243-4; other objections to same. *Stewart, J. C.*, 309; *McDougall, J. L.*, 2777 (a).
- Young men of high attainments preferable under certain conditions. *McDougall, J. L.*, 2769.
- Quite practicable, as in England, to have lower division of clerks, to discharge less important duties. *Griffin, W. H.*, 130.
- Present system all wrong as to classification and pay. *Tims, T. D.*, 2638.
- Each dept. has to be administered by class of officers differently chosen on account of various duties entrusted to them, and to each branch thereof. *Powell, Col.*, 498.
- Might be less grades in Finance Department. *Courtney, J. M.*, 2526.
- First class might be divided. *Baxter, R. W.*, 2541.
- Other changes in grading recommended. *Toller, F.*, 2650.
- Women can work usefully, but difficult to make arrangements to utilize their work with convenience. *Griffin, W. H.*, 147; desirable in certain positions. *Courtney, J. M.*, 3552; *McDougall, J. L.*, 2766; *Smith, W.*, 2844
- Employment of extra clerks not desirable. *Griffin, W. H.*, 152; *Douglas, J.*, 618-9; *Lowe, J.*, 1480; *Dennis, Col.*, 1510-9; sometimes necessary. *Vankoughnet, L.*, 1634; *Courtney, J. M.*, 2548; should be dismissed when work is done. *Robins, P. M.*, 1710; better to employ for extra work permanent clerks when practicable. *Dennis, Col.*, 1574; *Robins, P. M.*, 1767; could not be dispensed with in certain depts. *Baillarge, F.*, 1930; *Trudeau, J.*, 2453; men should be placed on permanent footing. *Perley, H. F.*, 1954.
- Only advisable under unusual circumstances. *McDougall, J. L.*, 2777 (a) and (b).
- Temporary services should be paid, when practicable, by piece work. *McDougall, J. L.*, 2788; not desirable to pay C. S. clerks for extra work. *Ibid.*, 2789-92.
- Extra writers required under a new organization. *Smith, W.*, 2826, 2848, 2391-6.
- Dismissals under authority of Order in Council. *Dewe, J.*, 474.
- Attendance book kept regularly in certain depts. 159-170, 585, 626, 1034, 1323, 1483, 1585, 1661, 1716, 1948, 2273-7, 2363-4, 2458, 2455, 3031, 3080, 3174, 2793, 2855; none kept in Gov. Gen. Secy. Office, 2504.
- Pecuniary penalty for breach of discipline necessary, also reduction in rank for persistent negligence. *Griffin, W. H.*, 169, 177; *Robins, P. M.*, 1718; suspension not uncommon. *Robins, P. M.*, 1721-2, *Davis, J.*, 1889; *Baillarge, F.*, 1918; *Ross, W.*, 3030; *Smith, W.*, 2857.
- System of monthly conduct record of officers in each dept useful. *Griffin, W. H.*, 174-6, 179-80; *Robins, P. M.*, 1703; *Case, H. N.*, 879; *Douglas, J.*, 609-10; *Smith, W.*, 2358-61; diaries kept in outside service. *Dickson, G. P.*, 762; *Morrow, J.*, 783-5; *McLeod, A.*, 3105; private book kept. *Morrow, J.*, 771; departmental order book. *Dennis, Col.*, 1588; conduct book not desirable. *Dennis, Col.*, 1592.
- Fines imposed. *Blackadar, H. W.*, 3979; *King, S. J.*, 3253; suspension preferable to fines. *McDougall, J. L.*, 2797; fines necessary. *Smith, W.*, 2857.
- Pro forma meeting of Civil Service Board every month, but no duties performed of late years. *Griffin, W. H.*, 186-90; *Langevin, E. J.*, 2253; Act of 1868 fallen into disuse. *Courtney, J. M.*, 2514; *Smith, W.*, 2824.
- Classification of C. S. Commission of 1869 not suitable at all. *Johnson, J.*, 1423; suggestions as to classification. *McDougall, J. L.*, 2780; *Smith, W.*, 2826-8.

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- Commissioner or two Commissioners should be invested with greater executive authority, *Johnson, J.*, 1424; number of classes of clerks in Customs Dept. should be reduced to 1st, 2nd and 3rd, &c., 1424
- First-class clerks should have specific duties, *Dennis, Col.*, 1527; *Trudeau, J.*, 2446; *Courtney, J. M.*, 2536; *McDougall, J. L.*, 2777.
- English and French necessary in certain depts, *Dennis, Col.*, 1506, 1528; should entitle possessor to some special consideration, 1529; *Baillargé, F.*, 1906; such knowledge desirable for many reasons, *Lash, Z. A.*, 2339-40; *Trudeau, J.*, 2445; *Côté, J. O.*, 2478; *Courtney, J. M.*, 2538; *McDougall, J. L.*, 2770; *Smith, W.*, 2845.
- All persons holding appointments should be disfranchised, *Dennis, Col.*, 1539
- Period of service should be shortened in cases of remarkable efficiency, *Dennis, Col.*, 1540
- Pay of deputy heads should be regulated according to character and extent of their duties, as certain officers now insufficiently remunerated, *Dennis, Col.*, 1646-53; if dept divided, grading and salary of deputy should be altered, 1654; advantage of special scientific qualifications in some cases, 1655.
- Leave of absence, *Vankoughnet, L.*, 1662; *Kavanagh, H.*, 2157.
- Not advisable to pay certain officers commissions, but fixed salary, *Vankoughnet, L.*, 1659-7.
- Advisable to have uniform system of book-keeping in depts as far as practicable, *Robins, P. M.*, 1753.
- Chief clerk of Gov. Gen Secy's office should rank with deputy head, *Kerr, J.*, 2499.
- Attendance of 6½ hours a day sufficient in depts, *Courtney, J. M.*, 2335; *McDougall, J. L.*, 2776.
- Examination of representatives of Clerks before Commission:
- Alexander, H.*, Privy Council, 25 years in service; present classification acceptable in main, but should be higher in case of his dept., on account of extra attendance and confidential duties; min. salary \$500 with probation of from 3 to 6 months, and annual increase of \$50 a year; promotion by seniority, *ceteris paribus*, and in dept.; superannuation system acceptable, but further abatement expedient to secure provision for widows and orphans. No. of Q., 2967; p. 347.
- Barber, E. C.*, Auditor Genl's Dept., 25 years in service; recommends 3 classes in his dept., from \$700 to \$2,500, 6 years in each class with \$50 annual increases, which should be absolute; promotion by merit, to be proven by fair and open ex.; no sup. to employes unless after 10 years, physical disability being excepted; provision for widows and orphans by increase in deduction from salaries; probationary class, equivalent to 3rd class clerks, paid per day, probation not to continue longer than a year; no persons admitted except after satisfactory open ex. as to qualification—probationers included; political influence eliminated; compet. ex. previous to appointment not recommended for clerks. No. of Q., 2918; p. 331.
- Casgrain, H.*, Dept. of Agriculture, recommends retaining present classification; after satisfactory ex. and probationary stage, lowest salary of 3rd class not to be less than \$500, with more than \$50 annual increase; present system of annual increases generally satisfactory, but anomaly exists with respect to difference between max. of senior 2nd class and min. of 1st class; promotion in merit and seniority, the former to preponderate; superannuation system satisfactory, with exception of monthly abatements; provision in the shape of annuities for widows and orphans. No. of Q., 2911; p. 327.
- Deslaurier, J. N.*, representative of messengers, only receives \$500 at most, but should get annual increase of \$40 until \$600 is reached; after 20 years should get \$700; should be placed on same footing as same class in Senate and Commons; if a messenger dies in service, the payments he has made to sup. fund should go to widows and orphans; hours of duty from 7 a.m. to 8, 9, or 10 p.m., as required. No. of Q., 2985; p. 351.
- Fissivault, A.*, Dept. of Railways and Canals, 20 years in service, states, as opinion of clerks, that a theoretical or tabular statement should indicate the several branches, the class or rank of officers and clerks on permanent staff of each, max. salaries and responsibilities; such statement to be remodeled from time to time, as exigencies of service require; probation after examination; three distinct classes of clerks from \$750 to \$2,000 with yearly increases of \$50, \$75 and \$100 according to class; messengers from \$400 to \$650 with increases of \$40; extra work to receive extra allowance; establishment of "General Service Branch"; assistant and clerks in Law Clerk's office; clerks now paid out of appropriations for works to be placed on same footing as clerks in inside staff of dept.; annual increase up to max. of class as matter of right; promotions for merit and competency; assistant or principal clerk to be appointed in certain branches; superannuation to combine super. and insurance with increased deduction from salaries; classification to be 1st probationary clerk, 1st, 2nd and 3rd class clerks, besides grade above that of chief clerk. No. of Q., 2952; p. 341.
- Gobeil, A.*, Dept. of Public Works, 10 years in service; recommends probation for 3 months at least at not less than \$500 a year; three classes from \$500 to \$1,800; extra clerks, at end of 6 months' performance, to be made permanent and classified according to nature and importance of service performed; professional men to be allowed higher rates of classification, lowest rate to be \$800; increases to be \$75, \$100 and \$50 according to class; promotion on merit and ability; promotions in dept.; term of service anterior to permanent apt. to count for superannuation; increased contributions on basis of Quebec scheme, to provide for widows and orphans. No. of Q., 2957; p. 344.
- Higgins, Moore A.*, Finance Dept., 43 years in service; recommends, with respect to his dept., division into branches as convenient, each presided over by chief clerk; salaries from \$800 to \$2,000, according to class; messengers from \$300 to \$600, with chief at \$700; extra work at 50 cents per hour; present rate of \$50 increase satisfactory; confidential reports from chief clerks respecting efficiency and conduct, with a view to promotions; special increases in exceptional cases; vacancies filled by members of the service; superannuation and provision for widows and orphans combined. No. of Q., 2941; p. 337.

## CIVIL SERVICE—Continued.

- Jones, W. H.*, Dept. of Secretary of State, 41 years in service; recommends leaving classification and grading to Govt.; promotion from lower to higher class regularly, with annual statutory increase; no outsiders to be appointed; after 30 years' service, super. to be a right; provision for widows and orphans from superannuation deduction, and superannuation from public revenues; senior 2nd class clerks promoted to 1st class to receive \$1,500; Saturday afternoons to be holidays during session. No. of Q., 2910; p. 330.
- LeSueur, W. D.*, P. O. Dept., recommends reduction and simplification of grades; per diem allowance to probationary clerks, and 6 months probation; 3 regular classes of permanent employes, 1st 2nd and 3rd, latter to begin at \$500; scale of salaries in C. S. Bill of 1875, expedient; statutory increase not to be withheld except for cause assigned; promotions on increase of efficiency, each dept. to be divided into branches according to natural difference of work to be done, and promotions filled from another branch, except when to do so would involve going down 2 classes; higher or staff appointments to be assigned, whenever possible, to men already in service; due respect to seniority, but all possible encouragement to merit; super. system works satisfactorily, but retirement might be made compulsory at 65; provision should be made for families by larger abatement from salaries if necessary; expresses opinions in favor of serious qualifying ex., particularly in practical arithmetic and English; promotion on advancing efficiency; hesitates to say that mere withdrawal of all political influence would yield much better results than present system of nomination, if coupled with such ex. as he has in view, acknowledges system of political patronage depressing on service so far as higher appointments are concerned, but evil at present a diminishing one; present system, coupled with proper qualifying ex., would give fully as efficient a service; states reasons why service, recruited by political nomination, "would have more numerous points of contact with public opinion" than if recruited by open competition. No. of Q., 2902, 2983; pp. 329, 332.
- Nettle, R.*, representative of clerks of Inland R., recommends ex. of probationary clerks, and their promotion after 2 years' satisfactory service; salary not less than \$400 yearly; abolition of distinction of junior 2nd class clerk; min. salary not less than \$500, commencing with 3rd class and max. \$800, with annual increase of \$60; in 2nd class, min. \$900 and max. \$1,400, with \$50 increase; in 1st class, min. \$1,400 and max. \$1,800, with \$100 increase; efficiency and seniority to guide in promotion, and employe attaining max. of his class should be promoted to next grade; super. system generally acceptable, but provision should be made for widows and orphans. No. of Q., 2998; p. 325.
- Pettigrew, W. S.*, Marine and Fisheries, 9 years service; classification unsatisfactory; three classes of clerks, 1st, 2nd and 3rd, exclusive of staff appts., embracing one Chief Clerk, &c; salaries from \$500 to \$2,000 with increases in each class of \$50; classification of work, system of annual increases satisfactory; max. of first class to be increased by \$200, of 2nd class \$100 and of 3rd class \$50; promotion by seniority and merit; super. system necessary, provision for widows and orphans by annuities through further abatement from salaries. No. of Q., 2983; p. 349
- Sherwood, G. M.*, Adjutant General's Dept., 16 years in service; recommends abolition of senior second class, and 1st, 2nd and 3rd grades; min. of 3rd, \$500 to \$850; of 2nd, \$900 to \$1,400; of 1st, \$1,400 to \$1,800; clerks promoted to 1st class not to wait four years for increase of salary; periods of services in lower grades to be shortened or annual increases increased to \$100; promotion by seniority and efficiency; Sup. Act beneficial; provision for widows and orphans out of increased contributions to sup. fund. No. of Q., 2931; p. 333.
- Sinclair, R.*, Indian Branch of Dept. of Interior, about 22 years in service; recommends adherence to present classification; after 2 years probationary service salaries should be increased from \$400 to \$600, with annual increase of \$50; first-class clerks to receive annual increase of \$75; on promotion from class to class, increase of \$100; promotions on certificate of deputy heads, and at certain intervals; max. salary of one class not greater than min. salary of that above it; vacancies in higher classes filled from those beneath in same dept.; assiduity and increased efficiency to be considered; 30 years service to entitle to super., and at 65 as a matter of course; provision for widows and orphans by further deduction from salaries. No. of Q., 2944; p. 340.
- Stuart, Lt.-Col.*, Governor General's Office, 14 years in service; recommends increase of statutory allowance to \$100 in case of class receiving above \$1,000 a year; promotion by seniority and efficiency; superannuation at age of 60 (optional) but compulsory at 65; no deduction from salaries as in England; insurance for benefit of families by deduction from salaries. No. of Q., 2964; p. 346.
- Sulte, B.*, Militia Dept., 13 years in service; classes to be confined to 1st, 2nd and 3rd, below ranks of Chief Clerk; salary in lower grades not to be less than \$800; promotion by seniority; superannuation system satisfactory, but provision for families desirable. No. of Q., 2975; p. 343.
- Watters, T. J.*, Customs Dept., 11 years in service; recommends abolition of probationary class at \$300 and establishment of 4 classes; 3rd class beginning with \$500, with increase of \$100 until it reaches \$900; 2nd class, from \$1,000 to \$1,300, with increases of \$75; 1st class, from \$1,600 to \$2,000, with increases of \$50; chief class from \$2,200 to \$2,800, with \$100 increases; promotion by seniority; new appts. at lowest salary of lowest class, age limited to 30 years; super. compulsory at 65, &c; provision for widows and orphans by annuity or pension increasing per centage non payable; present rates of salary do not secure best available material. No. of Q., 2938; p. 334.
- Report on organization of Civil Service, England, and letter thereon by Rev. B. Jowett of Balliol College. See *Appendix F.*, p. 393.
- Report of Civil Service Inquiry Commission, England. See *Appendix G.*, p. 408.
- Bill to regulate United States Civil Service. See *Appendix W.*, p. 500.
- Regulations of United States Civil Service. See *Appendix D.*, p. 339.

CLASSIFICATION OF EMPLOYES. See *Civil Service*.

COLBECK, HENRY, Assistant P. M. at Hamilton, evidence of. No. of Q., 891-6; p. 132.

In service since 1854, has general supervision of office, 891; office amply supplied as regards numbers, but not too many; staff well organized, one man talks of being superannuated, 892; some men underpaid, some might be readily promoted in case of vacancies, 893; young men well trained to work make better P. O. clerks than those many years in service, 894; present system of promotion and increase of salary might be improved; men of 24 years with good recommendations and business experience most desirable; promotion by merit, 895-6.

COLLECTORS OF CUSTOMS. See *Customs*.COLLECTORS OF INLAND REVENUE. See *Inland Revenue*.COMMISSIONER OF CUSTOMS. See *Johnson, J.*COMPETITIVE EXAMINATION. See *Civil Service*.CONTINGENCIES. See *Ross, Thomas*.

COTÉ, J., Clerk of Privy Council, evidence of. No. of Q., 2463-89; p. 281.

In service for 35 years, 2463; no ex. for admission or promotion, 2464; appointments by Order in Council, on Minister's recommendation, 2465; Act of 1868 allowed to fall into disuse, 2466; best age from 20 to 25, 2468; system of ex. necessary, 2469; inefficient clerks frequently appointed, and yet retained 2470-1; promotion as rule by seniority, 2472; one grade and three classes, salaries from \$400 to \$2,400; probationary clerks, \$300; all might be of two classes, 2474-6, 2479, 2481; no formal declaration as to secrecy from officers, 2477; knowledge of French and English advisable, 2478; difference of salaries now arises from present classification, 2480; annual increase an encouragement to young men, 2482; staff not too large, efficient, 2483-4; attendance regular and kept in book, 2483; no clerks engaged in other business, 2486; statutory holidays and Saturday afternoons not kept as a rule, 2487-8.

COURTNEY, J. M., Deputy Minister of Finance, evidence of. No. of Q., 2511-94; p. 284.

In service since 1869, 2511; appointments by Order in Council on Minister's recommendation, 2512; no ex. for admission or promotion, 2513-5; best age from 18 to 25 years, 2516; open and comp. ex. with promotion advisable, and best for Ministers to divest themselves of present power, 2517-24; C. S. Commission to be appointed like judges, 2525; might be less grades in his dept., 2526; promotion by merit beneficial, but in case of higher positions Ministers should appoint, 2527-8; C. S. Commissions would keep appointments and promotions free from political influence and should be constituted like Board in England, 2529-31; C. S. to some extent refuge for men unable to earn living in other pursuits, 2532; work of dept. efficiently performed and could not be performed at less cost, 2533-4; 6½ hours a day, with 3 weeks' absence, sufficient attendance, 2535; duties of first class clerks should be defined, 2536; one appointment of person of special qualifications, 2537; French and English desirable, but not essential, 2538; letters copied by press, 2539; work of dept. can be classified so as to indicate comparative importance of each part, 2540-1; system of yearly increases unjust in its incidence, duty pay preferable, 2542-3, 2545-6, 2564; grouping officers in classes lessens demand for individual increases, 2544; salaries now generally commensurate with work, 2547; extra assistance sometimes necessary, and paid from \$2.00 to \$2 50, Sundays and holidays included, better to pay by day, 2548-50; women well qualified to discharge certain duties, 2551-2; changes in clerks, one superannuated and other transferred to Winnipeg, 2553; present office accommodation defective, and if improved would promote efficiency and economy, 2554-6; Superintendent of Insurance performs technical duties, 2557; no fines imposed for misconduct, 2558-60; attendance book kept, 2561; at times but not always, deputy head should pay permanent staff for extra work, 2562-3, 2565; savings banks inspected once a year by Financial Inspector, and, as rule, accounts in good order, sureties not released in cases of loss, 2566-7; official cheques requiring his signature signed by himself, 2568; not part of his duty to inspect books of other departments, 2569; suggested permissive clause in Audit Act to give Treasury power of making books uniform, 2571; records on financial matters kept by Finance Dept., 2572; sees almost all letters before sent out, and all others received generally laid before him, 2573-4; Minister can always from his dept. procure all necessary information, 2575; Finance Dept. corrects errors in returns from other depts., 2576; outside branches make returns to Finance and Audit depts., 2577; no undue delay in sending returns to Finance Dept., 2578; Dominion notes printed on requisition and engraver keeps surplus notes in fire-proof vaults, 2580; auditor nothing to do with books of Finance Dept., 2581; accounts adjusted with banks each month, 2582; if returns came in as provided for by Audit Act, Public Accounts might be ready by Christmas, 2583; bank drafts, accompanied by triplicate receipt, sent direct from Customs, but I. C. R. through dept., 2584-6; approves of system of payment in depts., 2587; *per diem* allowance given for travelling expenses, 2588; superannuation tends to economy and efficiency, 2589-92; life insurance system acts advantageously, but generally separated from superannuation, 2592a; officers in lower grades of dept. generally fit for promotion, 2593; dept. requires certain grading, 2594.

CUDLIP, J. W., N.B., Inspector of Ports, evidence of. No. of Q., 3203-31; p. 373.

In service for 6 years, 3203; district includes P. E. Island, 42 ports and outports, 3204-6; so many small ports increase chances of loss to the revenue from want of appraiser, 3207; some smuggling still in existence, 3208; landing surveyor, second officer of port, his duties, 3209; supt. of lockers answerable to collector for all goods placed in bonding warehouse, 3210; receives written instructions as to duties and number of inspectors, 3211-2; warns and reports neglect of duty, 3213; in case of collector's defalcation takes charge of office until instructed from Ottawa, 3214; certain irregularities and defalcations, 3215; in large ports gives instructions through collector, 3216; uniform system of keeping accounts practically exists, 3217; collector held responsible for surveyor or second officer to certain extent, 3218; examines bonding warehouses at least once a year, 3219-20; warehouse books examined, 3221; such books kept by collector or clerks, surveyor or warehouse keeper or clerks, 3222; such books efficient check on

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## CUSTOMS DEPARTMENT:

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Competitive ex. independent of political influence and promotions on merit would give better material, *Johnson, J.*, 1271, 1279, 1286-90, 1424-5; *Kittson, W. H.*, 809; *Mewburn, T. C.*, 2170; *Ross, W.*, 3003; *Ruel, J. R.*, 3167-8; preliminary ex. with period of probation would secure better men, *Douglas, J.*, 613-5; *McLean, T.*, 689; *Kittson, W. H.*, 809; *Mackenzie, A. J.*, 857; *Dunscumb, J. W.*, 1081; *Kavanagh, H.*, 2029; probation indispensable, *Lewis, J.*, 1011; *Ross, W.*, 3006; ex. should be with reference to each particular branch, *Johnson, J.*, 1291; would tend to economy, 1303.

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Accounts of depts., *Johnson, J.*, 1347-50; mode of furnishing funds to outside offices for contingencies, 1351-2; checks over-expenditure, 1353-4; collectors required by law to attest to accuracy of accounts, 1355; received monthly at Ottawa, 1358-9; accounts and deposits of outside offices and remittances, 1369-70; *Douglas, J.*, 629-50, 694-5; *Paton, R. G. A.*, 672-84; *McLean, T.*, 686; *Kittson, W. H.*, 819-32; *Mackenzie, A. J.*, 844-5; *Simpson, W. B.*, 990-4; *Dunscumb, J. W.*, 1063-7; *Ross, W.*, 3022-34; *Hill, W. H.*, 3044-8; no particular system at Customs H. in keeping accounts, checking moneys, *Kavanagh, H.*, 2123-4; uniformity in keeping books necessary, *Mewburn, T. C.*, 2175; system lately modified so as to guard against irregularities, *Mewburn, T. C.*, 2198.

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- No practical classification of ports, and appointments and promotions made on no particular principle, *Johnson, J.*, 1259-31; better to classify officers, 1424; *Lewis, J.*, 1016.
- Preferable to appoint Collectors of Customs from ranks of Customs Service, *Johnson, J.*, 1200; their fitness now only ascertained on recommendation of members of P., 1233-4; receive no additional remuneration as registrars, etc., 1400-2; *Smith, W.*, 2877; *Ruel, J. R.*, 3188-9; advantageous to change them from time to time as vacancies occur, *Mewburn, T. C.*, 2211; should be furnished with rulings of Customs D. monthly, etc., 2238; *Johnson, J.*, 2245-5.
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- Collector in collusion with cashier could control considerable sums for short periods, *Johnson, J.*, 1435.
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- Duties of surveyor at large ports, *Douglas, J.*, 630-45; *Kittson, W. H.*, 823, 832; *Mackenzie, A. J.*, 843-63; *Lewis, J.*, 1002-6, 2386-2416; *Kavanagh, H.*, 2125, 2141-2; *Ross, W.*, 3022, 3025-7; *Austin, J.*, 3052-64; require more specific instructions, 3065; *Ruel, J. R.*, 3183; *Gerow, S. E.*, 3233-42.
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- Certain officers incapable of doing duties in outside service, *Mewburn, T. C.*, 2214.
- Warrants for delivery of goods, improvement suggested to prevent fraud, *Mewburn, T. C.*, 2231-2.
- Appraisers, landing waiters, lockers, require special qualifications, *Johnson, J.*, 1253-7; Dominion Board of Appraisers, *Johnson, J.*, 1387.
- Appraisers at ports of entry, their decision final against Treasury, but not against importer, participate in seizures, *Johnson, J.*, 1389-92; better to remove them from port to port, *Douglas, J.*, 658-71, 699; equitable charge of duty on many classes of goods largely depends on ability of appraisers, *Kittson, W. H.*, 841; their examination advisable, 832; inspectors have no authority over them as to valuations, *Kavanagh, H.*, 2145; appraisers differ at different ports as to duties, *Mewburn, T. C.*, 2171-4; one appraiser unfit, 2215; means of protecting public and honest trader through appraisers, *Cudlip, J. W.*, 3231.
- Lockers and tide-waiters should be formed into one class, *Lewis, J.*, 1016.
- Persons residing in Customs buildings (caretakers), *Simpson, W. B.*, 995-7; *Dunscomb, J. W.*, 1068-9; work of outside officers not less valuable than that of clerks in inside service, *Smith, W.*, 2853-4.
- "Suspense" entries recognized, but "Sight" entries should not be allowed, *Johnson, J.*, 1378-9; *Douglas, J.*, 657; *Kittson, W. H.*, 814-8; "Prime" preferable to "Sight" entries, *McLean, T.*, 693; "Sight" entries a benefit to importer, *Mewburn, T. C.*, 2236-8.
- Practice as in Toronto of entering certain receipts for "Sight" and "Suspense" entries for fines, etc., in book in common with advances for contingencies, contrary to regulations, *Johnson, J.*, 1380-1; *Douglas, J.*, 658-9.
- Means taken for uniform system of entering goods so that same rate of duty is charged at every port of entry, *Johnson, J.*, 1393.
- Means taken to check warehousing operations of outside ports of entry, and quarterly returns obtained in detail of all warehousing operations, *Johnson, J.*, 1403; present system of private warehouses dangerous and expensive, better to substitute Government warehouses, 1404-7; *Lewis, J.*, 1016, 2401-8; *Dunscomb, J. W.*, 1084-5; *Kavanagh, H.*, 2136; *Mewburn, T. C.*, 2183; *Ruel, J. R.*, 3194; *Cudlip, J. W.*, 3230; conditions imposed by Customs in constituting bonded warehouse, *Johnson, J.*, 1414; duty lost through abstraction of goods from warehouses, 1415;

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- present system of bonded warehouses explained, *McLean, T.*, 693; *Douglas, J.*, 704-6; *Kittson, W. H.*, 824-7; stock taken every month, *Mackenzie, A. J.*, 861-3; *Lewis, J.*, 1016; every quarter by landing waiters (Quebec), *Dunscob, J. W.*, 1083; *Ruel, J. R.* (St. John), 3178; spirits in bond only tested and gauged at times by inspector, *Kavanagh, H.*, 2095-6, 2151; regulations respecting construction of bonded warehouses sufficient for security, *Kavanagh, H.*, 2165; at large ports all packages belonging to particular warehouse entry kept separate from those of another, and each numbered with No. of its own bond, 2126; present system improved by limiting warehousing to extra building, owned by others, but controlled by Government, *Lewis, J.*, 2402-3; Govt. warehouses would reduce staff, *Ross, W.*, 3018; supt. of warehouses has charge of them, *Ruel, J. R.*, 3176-9. Goods taken out of bonded warehouse for consumption before entries made and duties collected, *Kittson, W. H.*, 827; fraudulently removed, *Kavanagh, H.*, 2097-9; system of permitting goods to be warehoused for purpose of manufacturing in bond, not expedient, *Johnson, J.*, 1409; personal bond for double amount of duties taken from persons placing goods in warehouse, *Johnson, J.*, 1410-11.
- All goods coming from United States by rail always accompanied by manifest, but shipped locally from ports like Windsor or Guelph: never so accompanied, *Kittson, W. H.*, 828.
- No system of forwarding goods by railway, or otherwise in bond, *Ruel, J. R.*, 3181; remedy suggested, 3182.
- Some ports have smaller collection, and yet have larger responsibilities, *Johnson, J.*, 1262-4.
- Applicants as rule not placed in lowest positions, but ought to be, *Johnson, J.*, 1266.
- System of continuing officers without regard to efficiency injurious to service, *Johnson, J.*, 1269-70.
- Advisable to give power to Government to remove outside officers when necessary, from port to port, *Johnson, J.*, 1272-3; *Douglas, J.*, 670-1.
- Surveyors, appraisers and landing waiters might be changed at certain ports, *Mewburn, T. C.*, 2196; officers in English service subjected to such removal, *Smith, W.*, 2826, 2828-40.
- Too many small ports, as now, tends to fraud and expense, *Johnson, J.*, 1274-8, 1281-5, 1350, 1384; *Kavanagh, H.*, 2147-9; *Mewburn, T. C.*, 2197; *Ruel, J. R.*, 3192; *Cudlip, J. W.*, 3207.
- Steam launch required at Quebec for service of tide surveyors and accommodation for ex. of passengers' effects by ocean steamers, *Dunscob, J. W.*, 1075, 1086.
- Not always possible to find competent officers for promotion in same locality, but no difficulty if they could go to another for that purpose, *Johnson, J.*, 1295-6.
- Preventive officers to depend on seizures advisable under certain circumstances, *Kavanagh, H.*, 2149.
- Registrars of Shipping and Measuring Surveyors appointed by Minister of Marine, and responsible to that dept for such duties, *Kavanagh, H.*, 2134-5; further explanations on subject, *Smith, W.*, 2832, 2835-7; fees paid to Government, 2874-7; inspectors of ports not instructed to inspect register books, 2879.
- Oath under 40 Vict. c. 10, administered by collector, chief clerk and surveyor—questionable if legally done by two last, *Kavanagh, H.*, 2143-4; *Lewis, J.*, 2391-5; *Ruel, J. R.*, 3193.
- Amendments to Customs Law suggested—repeal of sections placing power of mitigating or releasing in hands of Minister or Governor in Council, *Johnson, J.*, 2240-2.
- Uniforming whole of Customs force necessary, *Johnson, J.*, 2243.
- Frauds committed in a warehouse in accord with new regulations, *Lewis, J.*, 2399, 2400.
- Approximate loss to revenue through frauds in regard to warehousing of wines and spirits in four years, *Lewis, J.*, *App.*
- Collectors required to carry out certain provisions of Steamboat Act, *Smith, W.*, 2880-2.
- Inequalities of salaries in Halifax Customs, as compared with other large ports, *Ross, W.*, 3029, 3042; building overcrowded, *Ibid.*
- Decisions given one port should be communicated to others, *Ross, W.*, 3042.

DAVIS, JOHN, Inspector of Inland Revenue and General Inspector of Distilleries, evidence of. No. of Q., 1853-99, p. 221.

In service since 1862, 1858; district of Windsor divided into four divisions, containing 158 licensed establishments, and time occupied in visiting district about 3 or 4 weeks,—explains at length his course in a visit of inspection, 1859-60; in largest distilleries, from \$6,000 to \$10,000 duty accrues from daily products during 208 to 220 days in year, 1861; inspection performed each quarter without overtaxing time, 1862-3; two officers at least at each distillery, one in each of larger malt houses, and one or more at large tobacco manufactories, 1864; very few irregularities lately, and has had no cases of fraud; duties of officers important and carefully performed, 1865-6; all officers required to pass ex., which secures better men, 1867; inefficient officers would cause much loss to revenue, 1868; collector answerable for moneys collected and gives security; inspector supervises him to extent of checking amounts received by him; if he fails to account for moneys, inspector may suspend, or also would be held equally liable; inspector gives security, 1869-73; person appointed as collector from outside could not effectually protect revenue; such appointments injurious to service, 1874-6; two district inspectors have not passed ex., and two others only 3rd class rating, 1877; would increase efficiency if all vacant inspectorships and collectorships were filled from officers, 1878; inspectors who have not passed ex. have acted on board of examiners, though not competent to act as such, 1879-80; system of inspection of books and accounts calculated to prevent fraud, 1881; bill stamps stored in safe places in districts, 1882. No danger of loss to revenue under existing system of warehousing excisable goods, 1833; desirable to keep excise separate from Customs warehouses, and public preferable to private warehouses, 1884-7; staff not at present numerically equal to its work in division, at least three additional men required, 1888; several officers suspended and dismissed, 1889;



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officers of 12 years ago would not be now equal to duties, 1890; in more important surveys salaries not proportioned to duty, 1891; cannot count on junior clerks to fill vacancies in higher grades till they have had two years' experience with special class excisemen, 1892-3; great many positions might be advantageously filled by subordinates, 1894; some officers who have passed creditable ex. have become incompetent, 1895; discipline good generally, penalty generally forfeiture of salary for some period, and works well; diaries kept and useful, 1896-7; system of paying salaries based on classification and efficiency, and making promotions within service tends to efficiency; two instead of three districts in Ontario sufficient, 1898; desirable to exchange excise officers from one part of the Dominion to another, 1899.

DENNIS, Lt.-Col., Deputy Minister of Interior, evidence of. No. of Q., 1500-1607, 1641-55; pp. 187, 201.

In service since 1871, when appointed Surveyor-General, Deputy Min. since 1878, 1800; dept. divided into six branches, Dominion Lands, Mounted Police, Geological Survey, government of N. W. Territory, administration of government of Keewatin, School Lands in Manitoba and N. W. T., 1501; appointments by Governor in Council on report of Minister, system brings in incompetent men, no previous ex., 1502-1; organization and duties explained in detail, 1503-5; not necessarily obliged to retain clerks, 1505; favors fixed ex., including some specialty of French, &c., in addition to English, by a tribunal free from all political pressure,—from 18 to 21, best age, but in cases of offices requiring special qualifications they should rest with the Government, 1506-9, 1524; C. S. Act of 1865 practically defeated, 1510-11; ex. with probation of six months would secure best men, 1512, 1519-20; present system does not furnish material from which to make promotions, 1513; in a position to fill vacancies in his dept. from present officers, but not in appointments requiring professional knowledge, 1514; regular promotions would encourage staff, 1515; would not necessarily insist on competitive ex., 1517; educational acquirements, as rule, reliable test, 1518; promotions should depend on recommendation of officers over them, 1521; promotion does not necessarily involve change of work, but an increase of salary without increase of responsibility, 1525-6; first-class clerks should have specific duties, as in his dept., 1527; competent knowledge of French and English should entitle possessor to special consideration, 15 8-30; appointments of prize positions over heads of those already in service, impairs efficiency, 1531-3; system of annual increases inadvisable, 1534; hitherto given without reference to previous conduct, but recommendation of superior officers at same time given, 1534-8; Civil Service should be disfranchised, 1539; period of service should be shortened in cases of remarkable efficiency, 1540; staff, inside and outside, efficient, not too large—one or two might be placed on superannuation list,—salaries fairly apportioned, one case of wilful neglect under consideration,—inefficient men would not be necessarily continued in service, 1541-9, 1601; ex. probation and promotion by merit would secure economy and efficiency, 1550; when survey is completed by surveyor he is paid off, 1553; one or two young men on surveyors' staff not in pay after completion of service, 1554; superior class of surveyors employed for special purposes, and paid during such service only, but such men could be permanently employed with public benefit, 1555-6; ex. of D. L. S. prescribed by law and sufficient, 1557-8; mode of surveying by contract, and method for testing accuracy of these surveys explained at length, 1559-61; selection of superior class of surveyors from list recommended by Surveyor General, other things being equal as respects contract surveying, it is given to lowest tenderer no improvement in system necessary, 1562-3; revenue of department and manner of its control, 1564-5; mode of collecting arrears in connection with Ordnance or Admiralty Lands 1566-7; not necessary to have class of men of lower grade than permanent clerks,—extra clerks not desirable,—in case of extra work, done by draughtsmen clerks, they were paid by piece—other extra work obtained and paid for outside of dept.—more economical and just to employ permanent clerks on such extra work, 1568-74; temporary clerks employed in dept. from \$1.50 to \$2.00, Sundays and legal holidays included; never appointed longer than 6 months, but some appointments renewed especially in case of draughtsmen, and such employes get permanently employed at times to exclusion of, perhaps, better persons, 1575-9; each officer in D. L. branch must have special qualifications, which might be tested by ex. except in case of Surveyor General, 1580 1; duties of special and superior character should be paid additional, and awarded to most competent, irrespective of seniority, 1582; discipline good, attendance book, and hours as a rule regularly kept, departmental order book with view to discipline and in case of breach remonstrance first, and then dismissal, 1583-8; no officers employed in outside business, 589; no conduct book, opinion of superior officer of branch or of Deputy Minister ought to be sufficient in case of promotion or increase of salary, 1590-2; system of accounts, 1593; accounts of outside agents, inspected by Surveyor General at irregular periods, and constant check weekly or monthly on cash, all officers give security, no money ever lost through defalcations, 1594-5; mode of furnishing funds to dept., all money expenditure approved by Minister, 1596, 1599; means of checking accounts of surveyors, so that they are paid exact No. of miles, and dept. has been deceived as regards character of work, 1597-8; travelling expenses regulated and paid by Order in Council, &c., 1600; outside service consists of Inspector of Surveys at Winnipeg, who acts as agent of D. L., also agent to collect timber dues at same place, local land agents at different points, severally appointed by Order in Council, permanent officers, but should not pay superannuation fees, 1602; work in Dominion Lands branch has assumed such importance that it should be erected into independent dept., 1603; Superannuation Act works unjustly since, in case of sudden death, family derives no benefit from fund, and consequently advisable to amend law so as to provide limited annuities for widows and children, or a system of life assurance might be adopted, 1607, 1641, 1642-5; pay of deputy heads should be regulated according to extent and character of duties and importance of dept., 1646; grades on number of under

DENNIS, Lt.-Col.—*Continue*.

employés and character of labor should be considered in grading, 1647-8; allowance may be fairly given to deputy heads under certain circumstances, as they are not now adequately paid compared with what they would receive in banking, &c., 1649-53; if salary divided, grading and salary to deputy should be altered, 1654; a man with special scientific acquirements in addition to good administrative ability perhaps more useful than one with only latter quality in one dept., 1655.

DESLAURIER, J. N. See *Civil Service. Examination of representatives.*

DEWE, JOHN, Chief P. O. Inspector, evidence of. No. of Q., 430-479; p. 90.

Thirty-seven years in service, ten as Inspector, 430-1; explains at length his reasons for favoring competitive examination to be open to young men, say between 16 and 25, who could furnish certificates of physical health, moral character, intelligence and education, regard should be had to special qualifications for particular duties,—after selection, each clerk on appointment to be probationary for a year, and if then found competent, placed in lowest class at \$400 a year with yearly increase of \$50 until he reaches \$900—no clerk promoted unless thoroughly capable—by hope of more rapid advance and promotion to higher class, emulation would be created, and best qualities of clerks developed, 432; desirable to have probation to show what a man is, 433; cases of prize appointments given to outsiders contrary to efficiency of service, 434-6; P. O. Inspectors not recently men of previous experience, 437; such men to a certain extent might be subject to competitive examination, but their selection should chiefly rest on certain qualities and capacity, 438-9; nature of duties of such officers, 440; previous employment in service and promotion step by step valuable means of educating an officer, 441; on whole, present staff of Inspectors efficient, 442; postmaster in Toronto or Montreal has general supervision of duties of office 443; such appointments of late given to outsiders, but advisable to adopt English system of choosing these officers from ranks of whole P. O. Service, 444-5, 447; vacancies in sorters best filled by qualified letter carriers, 446; some duties require knowledge of a technical character, 449; increase of staff out of proportion to increase of business in whole outside service, and reduction might be made in railway mail clerks and in clerks on inspectors staff, 450-2; efficiency of some clerks in outside service impaired by old age or bad habits, but yet not altogether unavailable, 453; knows some cases of appointments of young men not efficient, but nearly all now got rid of, 454; general education of junior clerks in City P. O. fitting for work, 455; knows no cases of officers or clerks engaged in business outside of office, 459; small fines imposed in some city offices for breaches of discipline, 457; as rule, promotions by seniority, 453; Civil Service Act in some respects not applied to outside service, 461; methodical record of each employé's character and efficiency, useful in cases of promotion, 492; thinks principle of superannuation good, 465-7; advisable to amend Act so as to provide limited annuities for widows and orphans of deceased Civil servants, 463-70; no difficulty in selecting from ranks of P. O. men qualified to fill highest positions in outside service, 471; examination of candidates should be conducted by a Board of Commissioners free from political bias, and appointed like Auditor General, in whom should be vested all probationary appointments, their subsequent confirmation being dependent on report of superior officer, 472-3; dismissals should be made by Order in Council, and promotion beyond influence of politics, 475; promotions must depend on honesty and fairness of proper officer making these recommendations, at present deputy head cannot be kept clear of extraneous influences, 476-7; Civil Service Commission useful probably as a sort of buffer between chief officers of department and any undue stress put upon it, 478; would tend to efficiency if deputy head should report to Minister in case of vacancy a list of certain clerks as submitted to him by superior officer of class below, 479.

DICKSON, Geo. P., Toronto, District Inspector of Inland Revenue, evidence of. No. of Q., 742-62; p. 119.

In service since July, 1863, 742-3; inspects books of all collectors within his district every quarter, and also those of all licensed premises within each division, to take stock of bonded warehouses, &c., carries out fully instructions contained in circular 99 I. R., asked by Commr., 744; district from Prince Arthur's Landing to Cobourg division, and includes 7 divisions, which he inspects every quarter, 745-5; Chief Inspector, Mr. H. Godson, who superintends him as all other inspectors in Dominion, 746½; staff efficient and not larger than required for efficiency, Mr. Godson has chief power as to appointments and removals, growth of malt business on increase and staff might be larger, 747-8; advantageous to change revenue officers of all sorts from time to time and place to place, 749; officials are appointed as probationers subject to subsequent examination, and if probationers fail they do not obtain any status, 750; inference from letters of appointment is that they would be dismissed in case of failure, 751; appointments on probation and subject to examination as to fitness, promotes efficiency and economy, 752; promotion in outside service materially depends on examination, 753; men who pass best examination generally best officers, 754; candidates promoted from 1st to special class by competitive examination, and the result is most beneficial to service, 755-7; efficiency of service would be increased if vacant collectorships and inspectorships filled by first officers standing on list as entitled to promotion, 758; system of keeping books, ca h, &c., in office excellent, 759; a proper system of examination would tend to supply public service with efficient officers in all branches, as it would teach all public servants to look for promotion according to merit, 760-1; all outside officers keep a diary, forwarded to the dept every three months, which enables Commr. to discover what officer was doing on a particular day, 762.

DIONNE, OCTAVE, Accountant of Public Works, evidence of. No. of Q., 2012-26; p. 288.

In service for 16 years, 2012; two clerks under his control, 2013; more convenient to attach paymaster's office to his dept., 2015; payments made through paymaster, who sends vouchers to accountant, 2015, 2026; countersigns cheques—all payments made by certificates except in cases mentioned—would save time to cheque out from letters of credit, as individuals are now sometimes inconvenienced—rule not to issue cheques for more than \$100 at a time, 2016-23;

**DIONNE OCTAVE—Continued.**

accounts include expenditure of every sort, except payments to staff, 2024; statements rendered monthly to Auditor General, 2025.

**DOMINION LANDS.—See Dennis, Lt.-Col.****DOMINION POLICE FORCE.—See Lash, Z. A.**

**DOUGLAS, JOHN, Acting Collector of Customs at Toronto, evidence of. No. of Q., 590—671, 694—706; pp. 106, 115.**

Twenty-six years in service, 590-1; on taking charge in 1879, found books and accounts in regular condition, only some money missing, 592; fifty-one clerks on regular pay list, and ten supernumeraries paid out of contingencies, one clerk still required to assist in computing, all efficient, 593-5; most important duties of computing officers least paid, 596; clerks designated by duties and not classed, 597; cause of the three or four officers performing most important duties and yet least paid, arises from method of appointment, 598, 621; clerks of advanced age have been appointed to higher salaries, some without probation, 599; if man appointed found unfit for duties commensurate with his salary, necessary to find out what he is best fitted for and put him there, 600-1; officers must be kept when appointed, 602; work could be more efficiently performed with smaller staff if qualifications of men considered in first appointments, 603; knows of no such enquiry heretofore, 604; men now sent to office and necessary to make best of them, 605; no established rule as to promotions, but generally for superior efficiency, 606-7; such efficiency determined on recommendation of collector and chief clerk, no official record kept of efficiency—sometimes an informal report sent to dept. as to conduct of officers proposed to be promoted, 608-10; youths from 17 to 20 best material to train for service, with \$300 as salary at commencement, 611; promotion and increase of pay should be guided by merit, 612; examination on entering with probation best system, 613, 622; not possible altogether to test a man's fitness for a particular branch by special examination, but in case of several parties eligible for promotion to higher grade, best man might be selected by competitive examination together with reliable record of his fitness, 614-16; clerks should be classified according to C. S. Act and promoted according to record of service and examination, 617; does not approve of supernumeraries, except for short time, 618; such persons not paid more than regular staff, one of them performs no duties, 619; promotions not always made as he would have desired, 620; no registrar of shipping at port, chief clerk acts as such, and he (Mr. D.) is measuring surveyor, 623-4; no dismissals since that of collector, in case of necessity would suspend and report to head of dept. at Ottawa, 625; attendance book kept and attendance regular, discipline good, no penalty as yet inflicted, 626-7; appointments of out-riders at higher salaries than those paid to men already in service, and possessing a knowledge of the work has had effect on dept., as it takes away incentive to efficiency, one good man having already left, and two others wishing to follow his example, 628; daily remittances now made to Ottawa, previous to collector's dismissal it could not have been done, 629; each draft covers all entries for day, 630; some days \$5,000 taken in one sum, and \$20,000 in all, payments being generally by marked cheque payable to collector's order, 631-2; cash account checked each day by entries by surveyor, and also, but not regularly, by inspector of ports, 633; surveyor's receipt book, checks, cash book, &c., 634; although collection of duties was checked daily, paying of them over to Receiver-General was wholly in hands of late collector, 635; explains his mode of checking, as surveyor, the receipts of port against collector, 636; no record of money deposited for suspense entries forwarded to dept., 637-8; Suspense entries allowed to stand as a rule, 10 or 12 days, sometimes 2 or 3 weeks before final settlement, and system still continues, 639-43; theoretically, surveyor independent officer, but collector's warrant, under an old practice, overrides all objections to deliver goods out of warehouse, 644-6; late collector had two accounts in bank, one "special," other "duties account" in his name as collector, irregularities could not have occurred unless cashier consenting party, 647; had no means of finding out by checks that collector was defaulter, 648; when he found packages given out on suspense entry, he turned up entry and verified it, 649; in case of finding out irregularities would have spoken first to collector, and in case he did not correct it, would have reported to dept., 650; practice of making suspense entries is not discontinued, but sight entries still continued, 651; previous to suspension of late collector had, as surveyor, full knowledge of business of port, except as to depositing of moneys received, but cashier, with collector's connivance, interposed obstacles to his obtaining information, 652-3; did not suspect anything wrong, but went frequently to collector to hurry up cashier with his accounts, 654; having account daily, no occasion to check weekly, 655; first knowledge of irregularities through visit of Mr. Johnson to inspect, 656; sight entries may tend to irregularities, 657; special book-kept for suspense and sight entries, and inspected by Inspector of port, 658-9; does not feel same confidence in dealing with business as if he held commission as collector, but does not know of any inconvenience having arisen on that account, 660-1; statistics of port business prepared in Toronto, and occupy much time, but if prepared at Ottawa would tend to reduction of 4 or 5 clerks with salaries on the average \$775, and such change would be relief to Toronto office, 662-7; appraiser and assistants efficient, eldest 68, one partially unfit by reason of infirmity, only two taken from their knowledge of business, 668-9; better to remove appraisers from port to port on promotion, same with respect to all outside officers in Customs, 670-1; on contingent account being sent to departmental accountant at end of every month, cheque for exact amount approved of forwarded, 694; no difficulty in way of depositing at once all moneys received to Receiver General's credit, 695; seizure moneys deposited to credit of Rec. Gen., 696; surveyor and appraisers or others personally concerned in seizures participate in proceeds, and such system is great incentive to appraisers, 697-9; stock taken by him every 3 months, but inspector does not do so always during his inspections, 700-2; inspector checks result by warehouse ledgers, 703; goods placed in bonding warehouse not kept separate as to each entry, 704; in case of teas

DOUGLAS JOHN—*Continued.*

dried fruits, and possibly wines, importer might obtain possession, under bonding system of goods of high value on payment of duty on goods of less value but of similar description, but not possible to clear his bond by export of those of less value as representing goods of higher value, 705-6.

DUNSCOMB, JOHN W., Collector of Customs, Quebec, evidence of. No. of Q., 1057-86: p. 148.

Receives in addition to salary about \$15 a year for bills of health, 1057; officers and employés appointed by Governor in Council, tide-waiters and boat-men by Minister of Customs, two tradesmen by Order in Council, no term of probation necessary, 1058-9; staff efficient, 1060; vacancies filled by outsiders, only two promotions in 20 years, 1061; reports to department and suspends in case of breaches of discipline, 1062; cashier receives cash, checked by surveyor's cash book, 1063-4; deposits made in Montreal Bank, sometimes after banking hours, 1065; all public moneys deposited to credit of Receiver General, except collections for account of Quebec Harbor Commissioners, 1066; accounts of collections rendered daily to Ottawa, other returns weekly, monthly and quarterly, 1067; housekeeper and family live in building, and partakes of heating and lighting, 1068-9; stationery received on requisition from Ottawa, &c., 1070; all such expenses excepting stationery paid out of contingencies, of which return is made once a month, 1071; no defalcations, 1072; all commissioned officers give security, but clerks do not, though he thinks they should, 1073; surveyor, tide surveyor and landing waiters paid extra for attending steamers on Sundays, holidays and night work, by vessels under Government authority, all officers except collector participate in seizures, 1074; present facilities inadequate to enable tide surveyors to perform duties efficiently, and much loss to the revenue probably ensues, 1075; not aware of any officers engaged in outside business, 1076; officers as rule sufficiently educated, 1077; no incapable officers on staff, all regular in attendance from 9 to 4, and waterside officers at all hours, 1078-80; advisable to have satisfactory testimonials, examination and probation, 1081; sufficient supervision now exercised over every branch of service, 1082; stock formally taken in various warehouses by landing waiters and checked in long room, 1083; certain class of goods should be stored only in public warehouse, and private warehouses reduced, 1084; only one case of officer (acting appraiser) whose pay is insufficient, 1085; suggests no improvements except steam launch for service of tide surveyors, and accommodation for examination of passengers' effects by ocean steamers, 1075, 1086.

EMERY, M., Assistant Postmaster at Montreal, evidence of. No. of Q., 920-1; p. 134.

In service for 31 years, 920; lays before Commission lengthy memorandum, that greater efficiency and economy cannot be accomplished without making considerable changes in present system of appointments; in illustration of deplorable effects of political patronage, states since January, 1873, thirty-five employés in office removed or arrested for robbery, intemperance or other unfitness, and others might be also removed for incompetency and other causes,—to remedy such evils, recommends establishment of permanent Board of Examiners to test and register educational qualifications, enquiry into previous conduct, and physical condition of candidates, probation for one year, periodical examinations in office during probation, promotion according to efficiency and not on mere length of service, no high literary attainments requisite, if a distinct class made of officers performing mere mechanical work with max. salary of \$600, expenses would be reduced—certain number of candidates, after examination, might be employed at half salary as auxiliaries until vacancies occur—power of imposing fines from 50c. to \$2 should be delegated to heads of large offices—a P. O. employé, once classified, not to attend to any permanent business outside, would compel men to contribute more to superannuation fund, say four or five per cent., and thus provide small pension for family, 921.

EMPLOYÉS ACCIDENT INSURANCE FUND.—See *Pottinger, J.; Tims, T. D.*

ENGINEERS OF PUBLIC WORKS.—See *Public Works; Page, J.; Perley, H. F.*

ESSON, G., jun., District Inspector Inland Revenue, Halifax evidence of. No. of Q., 3107-31; p. 364.

In service for 4 years, 3107; inspects whole Province, has found certain defalcations, 3108-9, 3131; bonds of Guarantee Companies preferable as securities, 3110; one officer in charge of large distilleries, 3111; visits establishments and examines books periodically, 3112; officers of outside service first on probation, 3113; ex. tends to efficiency, and prevents political influence, 3114-8; passing over officers entitled to promotion injurious, 3119-20; best age from 18 to 35, 3121; in busy seasons staff overworked, all fitted for work, 3122-3; Excise goods still kept in Customs warehouses in most cases, 3124; regulations as to kind of warehouse required for bonding, not yet carried out, 3125; public or Govt. warehouses not likely to work well in Nova Scotia, 3126; fraud committed in case of alcohol, 3127; does not deal with testing of petroleum or stamping of tobacco, &c., 3128-9; regulations relative to fish not such as to ensure efficient inspection, 3130.

EXTRA CLERKS.—See *Civil Service.*

EXTRA PAY FOR EXTRA WORK.—See *Appendix A*, p. 383.

## FINANCE, DEPARTMENT OF:

Appointments by Order in Council on Minister's recommendation, *Courtney, J. M.*, 2512; no ex. for admission or promotion, 2513-15; open and competitive ex. with probation advisable, 2517-26; *Toller, F.*, 2641-4; promotions ought to be by merit, *Courtney, J. M.*, 2527-8; appointments should be free from political influence, 2529; *Tims, T. D.*, 2669; ex. should be by C. S. Commission, *Courtney, J. M.*, 2525, 2529-31; *Toller, F.*, 2645; officers in lower grades now generally fit for promotion, *Courtney, J. M.*, 2593; promotions should be from service, *Toller, F.*, 2648.

Work of dept. efficiently and economically performed, *Courtney, J. M.*, 2533-5.

FINANCE, DEPARTMENT OF—*Continued.*

- Official letters copied by press, *Courtney, J. M.*, 2539.
- Dept. requires 3 chief clerks (graded) alike, 6 first class, 24 second (grade combined), 3 third, *Courtney, J. M.*, 2593; higher class of first-class clerk required, *Baxter, R. W.*, 2641.
- By change in classification salaries might be more proportionate to duties, *Courtney, J. M.*, 2540 1, 2544; yearly increases unjust in its incidents, 2542, 2564; system of duty pay preferable, 2543; salaries in some cases not commensurate with work, 2547; max. salary of 2nd class clerk should not be \$200 more than min. of 1st class clerk, *Toller, F.*, 2650.
- Temporary clerks paid from \$2 to \$2.50 a day, Sundays and civil holidays included, *Courtney, J. M.*, 2549-50.
- Female clerks employed, *Courtney, J. M.*, 2551-2.
- Present office accommodation defective, *Courtney, J. M.*, 2554-7.
- Superintendent of Insurance performs technical duties, *Courtney, J. M.*, 2557.
- Better to strengthen hands of deputies with reference to fines for misconduct, *Courtney, J. M.*, 2560.
- Attendance book kept regularly, *Courtney, J. M.*, 2561.
- Deputy head should have power to pay permanent staff for abnormal work, *Courtney, J. M.*, 2562-3, 2565.
- Savings banks inspected once a year by Financial Inspector, *Courtney, J. M.*, 2566-7; his duties explained, *Tims, P. D.*, 2666, 2710-12; modifications necessary respecting country savings banks, 2691-2, 2699; with one competent assistant work could be efficiently performed, 2693; defalcations, 2696-7, 2704; 46 savings banks in all, 2696a; deposits and interest, 2700; railway inspection, 2705-9, 2714-15; travelling expenses, 2711-16; makes report to Auditor-General, 2709-12.
- Official cheques and certificates signed by Deputy Minister, *Courtney, J. M.*, 2568.
- Records on financial matters kept by Finance Dept., *Courtney, J. M.*, 2572.
- System of book-keeping, *Courtney, J. M.*, 2581; might be simplified, *Toller, F.*, 2652; books should be uniform in depts., *Courtney, J. M.*, 2571.
- Dominion notes printed on requisition, *Courtney, J. M.*, 2579-80.
- Public Accounts might be ready by Christmas, if returns come in as provided by Audit Act, *Courtney, J. M.*, 2583.
- Bank drafts, *Courtney, J. M.*, 2584-6.
- System of payments under letters of credit approved of, *Courtney, J. M.*, 2587; appropriation ledger work, *Baxter, R. W.*, 2639; payments by order in Council, &c., 2640; expenditures of special character by warrant of H. E. Governor-General, 2640; credit system advisable when disbursements are made by person receiving the money, *McDougall, J. L.*, 2809.
- Travelling expenses paid by a per diem allowance, *Courtney, J. M.*, 2588.
- Contingencies, *Ross, T.*, 2037-42; spirit of Act broken till appointment of present auditor, 2041; accountant accountable to auditor, 2043-5; present system of paying departmental contingent accounts simplifies matters. 2053.
- Charwomen and laborers employed in cleaning depts. should be under control of deputy heads, *Ross, T.*, 2047-8.
- Not too many persons employed on outside service, *Tims, P. D.*, 2638; not altogether efficient, 2719; some deserve promotion, 2717.
- Duties of Auditor at St. John, N.B., *Tims, P. D.*, 2718; might be consolidated with Assistant Receiver-General, 2720; Provincial Auditors, their duties, *McDougall, J. L.*, 2810.
- FINANCIAL INSPECTOR.—See *Finance, Department of.*
- FISSIAULT, H.—See *Civil Service. Examination of representatives of Clerks.*
- FORTIER, CHARLES G.—Collector of Inland Revenue at Hamilton, evidence of. No. of Q., 897-919, p. 132.

In Excise nearly 18 years, 897-8; duties include general supervision of division, &c., 899; ten permanent officers on staff besides himself, one temporary, 900; all appointees subjected to examination and appointed by Minister of I. R., 901; if they do not obtain a standing, their services are personally dispensed with, 902; such examinations promote efficiency and economy, 903; "special" 1st, 2nd and 3rd class of excisemen, as decided by examination, but classification does not always decide salary as inferior men get more than officers of 1st class, 904; work could not be done with fewer hands, one man unfit for duty by reason of infirmity but all others efficient, 905; division extends over Wentworth, Hamilton, Halton, and includes brewery in Dundas, but nothing done in Halton, 906; part of his duty to take precautions to prevent illicit manufacture, 907; himself and officers attend from 9 a.m. to 4 p.m., and excisemen from 7 a.m. to 7 p.m., 908; visits different places personally to see that excisemen are on duty, but deputy sometimes attends when he is otherwise engaged, 909-10; does not keep conduct book, discipline good, reports to Commissioners in case of breaches of duty, has power of suspension, which causes generally loss of pay for time being, 911-12; would be advantageous if officer appointed to attend exclusively to larger manufactories, 913; only recently that salaries not in proportion to duties, 914; no irregularities of late at port, 915; statistics made out at Ottawa, daily, semi-monthly, and quarterly statements forwarded there, 916; remittances every day cover exact amount collected on entries and other transactions, specified in advance note to Receiver-General, 917-8; bank business closed at one o'clock, 919.

FORSYTH, W. F., Superintendent of Money Order Office, evidence of. No. of Q., 1202-45; p. 158.

Has 20 clerks under his direction at Ottawa, and acting Supts. at Victoria and Charlottetown, at present no larger number in staff than required, has reduced staff since he took charge, from \$23,445 to \$19,000 by better distribution of work, &c.; this was done on his recommendation by Gov. in Council, 1202-5; staff in inside office at Ottawa reduced from 27 to 21 in 1880, some clerks superannuated, one retired and three transferred, 1206-7; one man unfit from old age, and others fairly effective, salaries not proportionate to services, 1208-9; appointments on

FORSYTH, W. F.—*Continued.*

recommendation of Minister, mostly young men of 25 years since he took charge, best age is 21 years for M. O. branch, 1210-2; does not consider preliminary examination with probation necessarily an improvement, but added to political nomination it would give tolerably effective service, 1213; nothing in work of M. O. office which examination would fail to elicit, if such is made by one who understands duties to be performed, 1214; up to a certain point, training in office best means of educating an officer, 1215; examination would weed out unfit persons, but believes nomination by responsible (political) head of dept best suited to secure appointees for examination in C. S.—prefers that plan to open competition for reasons stated, 1216-20; permanent clerks might in some cases be reduced if, in event of vacancies, promotions were made within service and extra clerks, or writers employed for copying or ordinary work, 1221; difficulty in finding officers in subordinate grades suitable for promotion to higher positions, in consequence of fact that higher you go up more limited is number of men with abilities fitted to fill positions, &c., 1222-3; introduction of inferior material through first appointments one cause of the difficulty, and elimination of unsuitable persons from first appointments by competitive examinations and probationary appointments would improve rank and file, and give greater number of effective subordinates, 1224-6, 1238; unfitness for promotion due to certain extent, to neglect of junior clerks to qualify themselves for higher positions, 1227; system of nomination followed by examination would reject incompetent person, 1228; political head responsible to Parliament and country, and first appointments might be of sufficient importance to demand enquiry by Parliament, 1229-30; some clerks paid too high salaries in comparison with duties, because these have hitherto advanced up to 1st class clerkships by virtue of length of service and not from efficiency, 1209, 1231; promotions or increases of salary should be given, not as matter of course, but only to a limited extent for length of service, 1232, 1245; service should be divided into grades of duty and not grades of length of service, each dept. to have its own and carry with it a max. and min. rate of pay, max. to be given when officer certain time in service,—his removal from one grade to another to depend on report of non-political head of dept., who would be less likely to be influenced by political considerations, 1233-4; such changes more difficult under system of making appointments by political influence, than if made independently, 1235; competitive examination for promotion, coupled with official record of previous conduct and efficiency, would have good effect on service, but it would depend much on character of duties, as in his opinion, competitive examination alone cannot discover value of civil servant, 1236-7; appointments in higher grades should be given to men in service, when they are equal to duties, 1239-40; experience for his branch should be obtained in merchant's office, 1241; all depends on character of person who receives appointment, whether effect of giving prizes to outsiders is demoralizing to service, 1242; provisions of M. O. system apply to United Kingdom, United States, British India and Newfoundland, but not to France, as her Government has until lately refused to make necessary convention, but now no reason exists why such arrangements should not be made with France, Germany and Sweden, &c., 1243-4.

FRENCH, USE OF, IN DEPARTMENTS.—See *Civil Service*.

GAZETTE, CANADA.—See *Chamberlin, Lt.-Col.*

GEROW, STEPHEN E., Surveyor at St. John, N.B., evidence of. No. of Q., 3232-43; p. 376.

In service for 33 years, 3232; does not sign as second officer, but is in charge of landing waiters, tide waiters and gaugers, checks receipts daily with his clerks, but does not initial cash books, it will be done hereafter, 3233-6; suffrance warehouses under his control, 3237; tests and gauges all spirits and gives result to warehousekeeper, 3238; weighing of sugar, molasses and other goods subject to specific duties, under his control, 3239; collector does not consult him with respect to leave of absence for officers under his control, 3240-1; reports cases of misconduct to collector, 3242; one officer too old for performance of his duties, 3243.

GOBEL, A.—See *Civil Service. Examination of representatives of Clerks.*

GODSON, HENRY, Chief Inspector of Inland Revenue, evidence of. No. of Q., 1781-1857; p. 214.

In service for 19 years, 1781; at time of admission, appointment permanent and not probationary as now, 1782; is member of Board of Examiners, 1783; system of ex. on appointments adopted in his branch of service 12 years before Confederation, 1784; Minister controls such ex., 1785; vacancies as a rule given to those who attain highest number of marks, and appointee not bound to undergo any ex. within six months, 1786-7; such probation necessary, and with the preliminary ex. has given dept. efficient men, 1788-9; an officer would be kept on until he had opportunity of passing an ex. though contrary to regulations, 1790, 1809; possible for person on first appointment to obtain first class on his first examination, 1791; as a rule, officer obliged to enter at lowest salary, and has to wait pleasure of Govt. or dept. without increase of salary, though he has obtained a higher class, 1793; higher class eligible for special class ex., after passing which their salaries increased—increases of salary now given in accordance with standing or rating of officers, 1794; 20 special class excisemen required, and those who pass highest ex. pass on to that class, from which promotions are made, 1793; result of ex. has been to give better class of officials, 1797, 1801; competitive ex. tends to encourage industry and foster merit, 1802; chief inspectorship (\$2,400 a year) highest position in outside service, 1803; efficiency of outside service promoted by filling inspectorships and collectorships from officers standing first on list of "special class" entitled to promotion, 1804; work of P. O. delivery clerks who may receive \$1,200 a year after a certain period is purely manual, while work of special excisemen requires technical knowledge and considerable intelligence, 1805; system of ex. far superior to system of political appointments, and fairly show relative qualifications and fitness, 1806-7; result of recent series ex. fully proved satisfactory, 1808; in favor of preliminary ex. before appointment for service generally 1810; competitive preferable to pass ex., 1811; recent ex. for special class

**GODSON, HENRY—Continued.**

excisemen competitive, out of 21 candidates 10 passed, 1812; three have passed into special class within past two years, 1813; ex. papers prepared partly by Commissioner, Asst. Commissioners, Inspector of Distilleries, Chief Inspector, 1814; ex. should be conducted for Civil Service by perfectly independent board, on same tenure of office as judges, 1815; officers trained in duties during probation, 1816; from Oct., 1860, to Oct., 1880, 272 candidates presented themselves, and only one total failure in passing ex., 1817; excise officers and inspectors of weights and measures have to be above average of intelligence, 1818; no difficulty in filling all higher positions in outside service from ranks of employes, 1820; since ex. of officers have increased in value, character of whole service improved, 1822; as chief inspector visits some districts monthly, others weekly, or goes when necessary, 1823; some district inspectors too old to be efficient, report to department direct, 1824-5, 1827; no power to remove, and can only suspend and report, 1826; not many irregularities of late, only two serious ones in past two years; in principal cities and towns of Ontario, excise goods not now warehoused in Customs warehouses, but that is done in Montreal, Quebec, St. John and Halifax, and Customs officers in some small places paid for doing duty for Excise, 1829; less irregularities now because there is better class of officers, 1830; fully three-fourths of officers longer in service than 3 years, 1831; first ex. in fall of 1866, and those of late years more severe, 1832-3; in interest of service to change officers from place to place, and interchange from Province to Province would make collections more equitable, 1834-5; staff not now sufficient, 1836-7; Montreal takes nearly two weeks to inspect, 1838; those district inspectors are not quite competent appointed from outside, and did not all pass ex., 1839; have not observed counterfeit stamps, 1840; multiplicity of stamps may lead to their being thrown away and defaced and made to do second service, 1841; excise stamps so attached that the package can only be opened by destroying stamps, 1842-3; salaries not proportionate to duties, but no officers overpaid, 1845; it might be arranged to do with less district inspectors, certain districts might be merged into others, 1846-7; certain superannuations might be effected without increasing cost of service, 1848; irregularities discovered by inspectors as a rule, 1849; examines work in detail in inspecting larger divisions, 1850; duties of men in dept mostly technical, 1851; diaries kept and very useful, 1852; actual expenses paid for travelling and all audited and certified by district inspector, 1853; conduct book kept and useful, 1854; present system of keeping books, &c, prevents fraud and peculation, 1854; statistics best prepared at Ottawa, 1856.

GOVERNOR GENERAL'S SECRETARY'S OFFICE.—See *Kidd, J.*

GREGORY, J. U., Agent of Department of Marine and Fisheries at Quebec, evidence of. No. of Q., 1148-60; p. 153.

Has efficient staff appointed by Minister, 1148; no inefficient lighthouse keepers, 1149; lighthouses below Quebec inspected twice during season by inspector, those above once by same and require constant supervision by himself, 1150; no perquisites in addition to salary, 1151; no employes engaged in outside business, some more competent than others, all regular in attendance, no excess in numbers, 1152-4. 1156; accounts kept by accountant under his supervision and rendered twice a month to dept., 1155; supplies for lighthouse purposes, Dominion steamers and water police procured by public tender at Ottawa, and properly certified requisition made for them, 1157; coals and oils are accounted for by engineer's books and know consumption per hour of each vessel, and account kept of all supplies going on board, &c., inspector verifies all monthly returns and reports twice a year quantity in lighthouses, &c., 1158; takes stock occasionally for purpose of checking officer in charge of supplies, sometimes leakages in oil, 1159.

GRIFFIN, W. H., Deputy of Postmaster General, evidence of. No. of Q., 1-206; p. 58.

In 50th year of service, 2; no examination in his department for entrance, 4; no departmental practice to demand evidence of age, health and moral character, 5; Civil Service Act of 1860 fell into desuetude in 1872 or 1873, 6; effect of present system in making appointments is very injurious to service, 7; first appointments are made as a rule in manner likely to admit into service persons best qualified to fill higher positions, 8; is acquainted with English system of competitive examination, 9; is in favor of system if proper means taken to carry it out, 10; candidates should establish their fitness as to morals, health, age, &c., minimum age 18, max. 25; thinks rules of old Civil Service Board sufficient for that purpose, 11; a clergyman's certificate, one of two respectable persons and one of a physician requisite, 12; first examination should be competitive, but best man in competitive examination not necessarily best official, 13; one possessing fair common school education and a faculty for rapidly acquiring and assimilating knowledge would make better official than another with high class education, 14; competitive examination not likely to evolve capacity of a candidate for assimilating knowledge, 15; an intelligent young man with a good rudimentary education, from 18 to 25, would be more useful than a man of 40, possessed of a classical education but not specially trained for his work, 16; of two men of 25, the one with superior education preferable to one with equal common school education simply, 17; man most able to win a nomination in competitive examination not necessarily best one to select, but that is only rational way of making selection, 18; probation a good adjunct to an examination, 19, 31; educational test not necessary in case of admission to higher grades of service, from which general direction and control come, 20; competitive system best for securing most competent men, 21; as a general rule officers on entering service should be first placed in lowest class, 22; in case of junior appointments all candidates for admission should pass an examination, 23; very few appointments of persons above 25 years made in P. O. Dept., 24; has no recollection of appointments at an unsuitable age, 25-6; no persons examined for special qualifications in his dept., 27; all appointments made by Governor in Council through the Minister, 28; is frequently consulted, but no settled rule

GRIFFIN, W. H.—*Continued.*

exists, and not ordinarily consulted upon junior appointments, 29; no probation as a rule exacted from P. O. clerks, 30; knows a few cases of probationary clerks refused permanent engagement for unfitness, 31; competitive more useful than pass examinations, 33; no larger number of officers in inside or outside service than required at present, 34-6; has no idle or overworked officers, 36; no officers retained in inside or outside service against interests of service, 37; one or two cases of officers who might be placed on superannuation list, 38; officers of his dept. a good body of men, but do not contain many persons of superior ability, 39; department as good as could be produced under present system, 40; not possible to reduce staff to any appreciable extent, as business is daily increasing, 41; practically more onerous duties fall to more highly paid officers, but special apportionment of duties and salaries might be extended below clerks of first class, 42; effect of annual increment of salaries good if regularly and punctually carried out, 43; increment should continue, if clerk not worthy of it, he should be dismissed—it might also be used occasionally as a means of discipline, 44; the clerk's immediate superior and permanent head of dept. should certify that increment be granted as a condition precedent to adding it to clerk's salary, 45; in outside service, clerks in large P. O. and in inspectors offices, have salaries increased upon a separate scale, with an annual increment as in inside service, though increase is lower in outside service, 46; in P. O. dept. practice of increase has lasted for more than a quarter of a century, 47; twice a year names of men who have claims for promotion submitted to Governor in Council, 48; promotions presumed to be made in view of efficiency, 49; occasionally positions in inside or outside service could be more efficiently filled by selection of an outsider, 50; Minister deals exclusively with such cases, 51; promotions to higher classes depends as a rule on merit and special qualification, but length of service is usual means of promotion in lower classes, 52; in promotions of clerks below 2nd class, not nature of duties but merit or demerit usually enters into the question, 53; low class clerks not as a rule required to perform high class duties, 54; occasionally necessities of service lead to taking persons outside of any of the services and placing them above others in dept., 55; promotion from class to class below first depends upon absence of disqualification rather than on comparative merit, 56; would be content to obtain benefit of competitive examinations at entrance, 57; examinations that would fairly test comparative fitness of officer would be useful for promotions to higher classes, but not applicable to lower classes, also useful in cases of promotions to classes requiring qualifications of a special character, 58; well to open competition wide enough to secure fit persons for required duties, 59; desirable that clerks in lower grades be nominated by deputy heads for admission to competitions, 60; selection for inside and outside service must be made by responsible Minister, as deputy head would be equally open to influence, 61; better to continue the increment than to shorten term of service with a view to promotion of efficient and deserving employes, on reaching max. of their class, 62; political influence does not naturally take cognizance of merit, and consequently tends to do injustice to other officers, 63; inexpedient to throw open competition for higher grades requiring special duties to all members of service ranking below vacant position, 64; other qualifications for a higher position being equal amongst candidates, result of competitive examination would be useful, 65; would ascertain whether candidate possesses necessary qualifications by exercise of personal judgment lodged somewhere, most usefully perhaps in deputy heads, 66; *prize* appointment given sometimes to outsiders or men comparatively new, 67; in some cases because no one fit to fill the places, in others the reverse, 68; such appointments made by Governor in Council, 69; effect of such appointments on service not good, 70; exigencies of public service require large discretionary power in government, but effect of passing over qualified officers is to discourage them, 71; if a statute were passed fixing a system for regulation of higher appointments, such exigencies would to a large extent disappear, 72; P. O. inspectors generally men of experience in other branches of department, but exceptions have occurred, 73; no improvement to subject such officers to competitive examinations, 74; his opinion as to qualifications of P. O. inspector, and thinks no system of examination could afford satisfactory results, 76; is satisfied with present system as respects number of each class of officers, promotion, principle of grading and increasing salaries, and system of superannuation, if it could be carried out solely with regard to public interest—only substantial remedy for existing evils, competitive examinations, 78; favors a system of promotion by merit—at present good men often leave service because prospects better in other business—as department grows larger, proportion of men qualifying in it for higher positions has tended rather to diminish than increase—at present State not likely to command services of men of as good material as that commanded by banking, commerce or professions, chances of advancement not being equally as great, 79-80; if prizes of service assured to men, an improvement might ensue, 81; no prizes in service sufficient to command services of best men, as salaries are inferior, 82-3; competitive examination and term of probationary service would materially contribute to efficiency, 85; promotion being dependent on merit and higher offices open to those already employed, rather than to outsiders, persons would be offered additional inducements to enter and remain in service, 86; advantageous if a system of increases prevailed in all departments, 87; employes hold office, as a rule, during good behaviour, and yet young men would rather take their chances in the business world 90-1; to some extent service looked upon as a refuge for persons who could not succeed in other employment, but competitive examination would tend to prevent that, 92-3; self-respect a desirable quality in a public servant, but a person appointed solely as a reward for political service would have less self-respect than one appointed for qualifications established by competition, 94-5; if competitive examinations existed, and promotion by merit prevailed, number in department might be reduced and greater efficiency secured, 96-7; explains nature of duties of P. O. inspectors, who must necessarily have thorough practical knowledge of P. O. business, 98; a man must be more than ordinarily intelligent to perform the duties, 99-100; his familiarity with many of his duties



GRIFFIN, W. H.—*Continued.*

could be ascertained by examination, 101; previous employment and promotion step by step would be useful means of educating such officers, 102-3; in case of several officers possessing confidence of permanent head of department, competition would be useful in deciding between them, 104-5; never had two or more officers eligible for such appointments, owing to inferior material admitted to lower grades, but competitive examination would give better class of recruits, 106-7; a permanent and independent Board of Examiners would be best means of arriving at a competitive examination, 108-9; there are 13 city P. O. in which employés obtain fixed salaries and are appointed directly by Government, but at others postmasters are paid by commission on their collections and persons employed by them are paid by themselves, 110; explains duties of a postmaster in Toronto or Montreal, 111; postmasters selected by Postmaster General, 112; appointed generally not for previous service but for political reasons, 113; possession of some special knowledge not heretofore an indispensable qualification, 114; highest salary paid in Montreal, \$4,000, next in Toronto, \$3,000; most of the rest from \$2,000 to \$2,400, 115; if vacancies in such positions filled by officers already in service, it would act beneficially and attract better men, 116; first appointments of clerks in post offices generally made in same manner as first appointments in inside service of department, 118; regular system of promotion for clerks in larger post offices as given in Civil Service Commission of 1869, and very fairly adhered to, 119-20; appointments as mail clerks on steamships considered desirable steps of advancement but not attractive as respects railways, 121-2; desirable to make appointments to postmasterhips of incorporated towns and cities on the English principle of selection from ranks of whole P. O. service, 123; cases of officers in outside service kept on though disabled by disease, one in Montreal, 125; not a fact an officer who is idle or inefficient is certain of his position, provided he does not grossly misconduct himself, 127; some clerks may be found in larger P. O. very deficient in educational qualifications, 128; a system of fixing by Statute number of clerks of different classes on permanent staff of each department, and supplementing such staff, when necessary, by employing extra clerks or writers, would eventually promote economy, but not necessarily efficiency, as it would simply divide staff into two grades, 129; quite practicable to follow English system of having distinct class of clerks, called the lower division to perform less important duties, 130; exercises a general supervision over different branches of dept., but each has its own superintendents, assisted by 1st class clerks, 131; has considerable knowledge of capabilities of clerks in each branch, 132; fact of some clerks having entered service at a pretty advanced age does not interfere with working of office, as greater proportion entered young, 134; of essential importance to assign specific duties to each clerkship, 137; advisable to extend this principle to the senior second, 138; organization of dept. in conformity with principles of Civil Service Act of 1868 and Order in Council subsequent to report of C. S. Com., 1869-79, 139; any defect in organization primarily due to defects in law, 140; would only change Act so as to extend special arrangement of duties, &c., to clerks of senior second class, 141; exigencies will arise rendering employment of extra clerks necessary, 144; certain work could be advantageously done by men of a lower grade than present permanent clerks, but none by piece work, 145-6; women work usefully, but difficult to utilize their labor conveniently, 147; extra clerks receive pay at a uniform rate (\$1.50 per day) for Sundays, holidays and days of absence from duty, but better to pay only for days actually employed, 148-9; six now employed in dept., 150; many kept longer than necessary and gradually placed on permanent staff, so as to overcrowd dept., 151; is not in favor of extra clerks, unless part of a regular system, 152; they are employed at instance of Minister, 153; system of payment as above makes attendance less regular, 154; rate of pay of extras has no reference to work, and is better than in junior ranks, 155-6; no duties in department requiring knowledge of a technical character, 158; keeps an attendance book, signed by all, and daily inspected, 159-60; any one not signing it accounts for his absence, 161; such a book quite indispensable, 162; hours of attendance regularly observed as a rule, 163; attaches much importance to having as many clerks as possible in one room, under supervision of a superior officer, 164; has no fault to find with general state of discipline in department, 165; does not know of officers or clerks engaged in newspaper correspondence or other business, 166-8; no direct penalty attached to breaches of discipline, but thinks such could be well instituted, 169; can only tell through his superintending officer, when a clerk signs the attendance book and then leaves his office for some time, 170; no absolute punishment in case of a person not signing the book, not to sign it is to be absent without leave, as a rule, all officers sign it, 171; no means of enforcing discipline except by admonition, in some bad cases, a report to the Minister, suspension or dismissal, 172; a clerk suspended loses his salary whilst suspended, 173; heads of each branch make monthly return of condition of their respective offices, and same in outside service, 174; a record of each employés character and efficiency kept in the dept., both inside and outside, 175; no ill-feeling arises from special reports, 176; Postmaster General can now order a reduction in rank for persistent neglect of duty, and observance of such authority would sometimes have good effect, 177; believes such a system exists in England, 178; record mentioned above always considered when question of promotion occurs, 179; system of monthly conduct returns might be advantageously adopted in other branches where there is a delegated supervision over a body of men, 180; hours of attendance from 9.30 to 4 p.m., as prescribed by Order in Council, 181; frequent attendance after hours necessary, but no payment for overtime, 182; is not aware that holding municipal positions interfered with performance of official duties, 183; a scale of salaries increasing from a minimum to a max. by an annual increment for each class, more economical and superior to scale fixing salary of each class at given amount without reference to length of service in class, 184; signs all official cheques issued by P. O. dept., 185; Civil Service Act defines labors of C. S. Board—to attend examination of candidates, but Government has not, for some five or six years past, called on Board to perform statutory duties, has been only

GRIFFIN, W. H.—*Continued*

chairman for a year and a half, 186-7; only a *pro forma* meeting of Board every month, 188; duties adhered to 15 or 16 years, from the time of C. S. Act of 1857, ordinary duties ceased in 1872 or 1873, 189; economy should not be promoted at cost of injustice to employé, 191; every year an employé should become more valuable, 192; principle of annual increments to any class beneficial, 193; certain payments and allowances to employés, as per schedule returned to Commission, granted by P. M. General for satisfactory reasons, some amounts being reimbursements of expenses incurred, 194; does not know of any cases of hardship in his dept. in operation of superannuation system, 196; a regular system should be maintained, 197-9; so far, system productive of both efficiency and economy, 200; never thought it part of system to provide limited annuities for widows and children of deceased civil servants, 201; and cannot see it is practicable to combine such a plan with present system without imposing heavy tax on Government or C. S., 201-3; explains his opinions as to working of present system in a supposed case, 204; desirable to institute a system of life insurance in connection with the Act, but doubts whether it will be carried out, 204-5; could not satisfactorily prepare a statement showing effect of superannuation in cost of working department, 206.

HALIFAX CUSTOMS.—See *Austin, J.*; *Hull, W. H.*; *Ro s, W.*

HALIFAX POST OFFICE.—See *Blackadar, H. W.*

HAMILTON CUSTOMS.—See *Kittson, W. H.*; *Mackenzie, A. J.*

HAMILTON POST OFFICE.—See *Case, H. N.*; *Colbeck, H.*

HARPER, J. W., Paymaster, Public Works Dept., evidence of. No. of Q., 2027-35; p. 239.

Makes payments in connection with public buildings, and all works not let by contract, amounting in aggregate to between two and three hundred thousand dollars per year, 2027-8; has separate office, no books but cheque book and bank pass book, not more convenient to have work of his office done in accountant's office, 2029-31; only sends certificates to Warrant Office, 2032; payments to persons employed in Public Works Dept., chargeable to works on which they are employed, 2033; persons continuously employed, entitled to superannuation, 2034; hands vouchers to accountant, who credits him with them, 2035.

HIGGINS, MOORE A.—See *Civil Service. Examination of representatives of Clerks.*

HILL, W. H., Chief Clerk in Halifax Customs, evidence of. No. of Q., 3043-51; p. 360.

In service for 15 years, 3043; represents collector when absent, duties explained, 3044; occasionally checks the cashier's book; but surveyor sees to correctness of the entries, 3045; preferable if surveyor initialed as correct all moneys before it was handed to collector, 3046; neither chief clerk nor cashier gives security, 3047; collector deposits moneys in Bank of Montreal, 3048; work in office efficiently and economically done, 3049; pay not proportionate to work, 3050-1.

HOWE, SYDENHAM, Dominion Auditor for Nova Scotia, evidence of. No. of Q., 3153-8; p. 369.

In service about 19 years, 3153; nature of duties, 3154; manner of disposing of interest coupons on debentures, 3155; business of office increasing, 3156; 2 assistants in office, 3157; acts under instructions of Dep. Min. of Finance, 3158.

INDIANS.—See *Vankoughnet, Lawrence.*

INLAND REVENUE:—

District Inspectors, duties of—Toronto division, *Dickson, G. P.*, 742-46; Montreal, *Bellemare, R.*, 1017-43; *Vincent, J. L.*, 1044-56; Windsor, *Davis, J.*, 1858-99; Halifax, *Esson, G.*, 3107-31.

C. S. Act not applied to inside appointments, *Robins, P. M.*, 1671, 1677; unfit men sometimes appointed, 1678.

Very advantageous if revenue officers of all sorts changed from time to time and place to place. *Dickson, G. P.*, 749; *Godson, H.*, 1835; *Davis, J.*, 1899.

Officers in outside service appointed as probationers subject to ex., men who pass best examination generally best officers, *Dickson, G. P.*, 750-7; *Morrow, J.*, 789; *Fortier, C. G.*, 901-3; advisable to require qualifications as to character, education and administrative capacity from all candidates for appointments to service, *Morrow, J.*, 769; *Bellemare, R.*, 1043; permanent board for examination and probationary stage, *Bellemare, R.*, 1037, 1043; probation and education required, *Larue, G.*, 1104; effect of system has been to secure better men, *Robins, P. M.*, 1671-5; *Godson, H.*, 1789, 1797, 1802, 1822; *Esson, G.*, 3113-3; best age from 18 to 35, *Esson, G.*, 3121.

Would tend to increase efficiency of outside service, if all vacant collectorships and inspectorships were filled by officers standing on list of special class entitled to promotion, *Dickson, G. P.*, 758; *Godson, H.*, 1804; *Davis, J.*, 1878; promotions should be made, in great measure, on recommendation of deputy head of dept., *Robins, P. M.*, 1670; with better men, less required on staff, 1691; ex. for promotion as necessary as for original appointments, 1693; *Godson, H.*, 1806-7; passing over officers in promotions injurious to service, *Davis, J.*, 1876; *Esson, G.*, 3119-20.

Work of outside dept. well performed, but not quite so well in inside, *Robins, P. M.*, 1700; extra clerks, 1710.

Guards against present peculation excellent, *Dickson, G. P.*, 759; *Morrow, J.*, 788; *Robins, P. M.*, 1723, 1725; *Godson, H.*, 1855.

All outside officers required to keep diary, *Dickson, G. P.*, 762; *Morrow, J.*, 784-5; *Godson, H.*, 1852; *Davis, J.*, 1897; *McLeod, A.*, 3105; constant surveillance over officers, *Bellemare, R.*, 1021; *Larue, G.*, 1090; furnished with laws and instructions, *Robins, P. M.*, 1698; no record of conduct and work in dept. kept, but necessary, 1702-3; conduct book kept and useful, *Godson, H.*, 1854.

Classification of excisemen, *Fortier, C. G.*, 904; officers outside perform duties requiring technical knowledge, *Robins, P. M.*, 1711-5.

Power of suspension by collector for breaches of discipline, *Fortier, C. G.*, 912; *Larue, G.*, 1106; *Bellemare, R.*, 1039; fines advisable, *Robins, P. M.*, 1718; *Davis, J.*, 1889; defalcations, *Belle-*

## INLAND REVENUE.—Continued.

- mare, R.*, 1041; *Robins, P. M.*, 1736-8; *Esson, G.*, 3109; salary forfeited for a period, *Davis, J.*, 1896.
- Duties of Collectors:—Toronto, *Morrow, J.*, 763-93; Hamilton, *Fortier, C. G.*, 897-919; Quebec, *Larue, G.*, 1087-1115; Halifax, *McLeod, A.*, 3092-106.
- Salaries on whole, proportionate to duties, but business of excise has somewhat outgrown capacity of some men long time in service, *Morrow, J.*, 768; salaries of 1st and 2nd class not sufficient, 776; *Fortier, C. G.*, 904, 914; cases where salaries not proportionate, *Bellemare, R.*, 1036; *Vincent, J. L.*, 1056; *Robins, P. M.*, 1706; *Godson, H.*, 1844; *McLeod, A.*, 3099; increase given in dept. whether man deserves it or not, *Robins, P. M.*, 1707; should be confined to lower class, 1708; no officers overpaid, *Godson, H.*, 1845.
- System of accounting for cash collections from fines, penalties and duties, *Morrow, J.*, 773-4; *Robins, P. M.*, 1724; such as to readily detect gross mistatements, *Robins, P. M.*, 1725; books not inspected by auditor, 1732.
- Collector should have practical knowledge, *Morrow, J.*, 779; is answerable for moneys, *Davis, J.*, 1869-71.
- Check over manufacture of goods subject to Inland Revenue duties and bonded warehouses, *Robins, P. M.*, 1728-31; visits warehouses and licensed manufactories, *McLeod, A.*, 3102.
- Duties of Deputy Collectors, *Morrow, J.*, 780-2.
- Nature of proceedings in relation to illicit distillation, *Morrow, J.*, 782; *Fortier, C. G.*, 907; Collector takes precautions in relation thereto, *McLeod, A.*, 3097.
- No fees or perquisites except from seizures, *Bellemare, R.*, 1025; *Larue, G.*, 1093; one officer receives something for special services, *Robins, P. M.*, 1704; seizures \$4,000 or \$5,000 a year, 1740; clerks perform duties of superior officers absent on public duties, for which latter receive remuneration, while former get no extra pay, *Robins, P. M.*, 1762-4; officers in outside service paid under such circumstances, 1765; extra work and pay should be given to clerks of dept. 1767.
- Business of excisemen engaged in distilleries, &c, and in seeking after illicit distilling, dangerous and injurious, *Morrow, J.*, 786.
- Desirable to make provision for families of the I. R. outside officers, *Morrow, J.*, 781.
- Petroleum not tested, *McLeod, A.*, 3101.
- Law respecting stamping tobacco and snuff packages not carried out, *Esson, G.*, 3129.
- Stock taken monthly in bonded warehouses except in case of malt, *Morrow, J.*, 790-2; examined by inspectors in all divisions four times a year, except in Montreal 6 months, *Bellemare, R.*, 1019-20; every three months, *Larue, G.*, 1088; *McLeod, A.*, 3103; *Perkins, D. C.*, 3294; means of knowing nature and quantity of goods stored in bonded warehouses connected with outside service, *Robins, P. M.*, 1728.
- Efficiency and capacity of officer as to technical knowledge of his duties correctly ascertained by examination, *Morrow, J.*, 793; *Robins, P. M.*, 1715.
- Statistics of business done at Ottawa, from returns made daily, semi-monthly and quarterly in outside offices, *Fortier, C. G.*, 916; such statistics very useful as check on collecting officers, and best prepared at head office, *Robins, P. M.*, 1755-60; *Godson, H.*, 1856.
- Mode of remittances, *Fortier, C. G.*, 916-9; *McLeod, A.*, 3106; *Perkins, D. C.*, 3297-8.
- Mode in which dept. is placed in funds for current expenditure, *Robins, P. M.*, 1748; cheques, 1749-52.
- Advantageous to have officers to attend exclusively to larger manufactories, *Fortier, C. G.*, 913.
- Better to have Excise separate from Customs warehouses, and public warehouses best, *Davis, J.*, 1883-7; goods now separate, having each its own bond, under separate locks, *Kavanagh, H.*, 2127-8; Collectors of Customs responsible for such goods, 2153-4; Excise goods still kept in Customs warehouses in certain places, *Esson, G.*, 3124-25; public warehouses would not work well in Nova Scotia, 3126; goods warehoused separately in New Brunswick, *Perkins, D. C.*, 3286; work done by Customs in outside offices, 3285.
- Mode of obtaining revenue stamps and accounting therefor, *Bellemare, R.*, 1024; *Larue, G.*, 1092; *Robins, P. M.*, 1742-47; other matters relative to stamps, *Godson, H.*, 1840-3; *Davis, J.*, 1822.
- Under requirements of present Act staff in districts insufficient, *Bellemare, R.*, 1038; *Godson, H.*, 1836; *Davis, J.*, 1888.
- Securities given by officers, *Larue, G.*, 1109; *Robins, P. M.*, 1739; *Davis, J.*, 1873; bonds of guarantee co's. preferable, *McLeod, A.*, 3110.
- Control exercised by Accountant of dept. over moneys voted by Parliament for expenditure, *Robins, P. M.*, 1733.
- Exchanging officers from one district would work advantageously, *Perkins, D. C.*, 3300.
- Cost of collection of each branch of Inland Revenue for four years, *Robins, P. M.*, 1741.
- New regulations have not entailed additional officers, *Perkins, D. C.*, 3302.
- Travelling expenses in dept, *Robins, P. M.*, 1760.
- "Special Class" examinations, *Godson, H.*, 1795-6; special class excisemen require special knowledge, 1805.
- Result of recent ex. before Board of Examiners, *Godson, H.*, 1808-14, 1817.
- Visits of Chief Inspector weekly, monthly, or when necessary, *Godson, H.*, 1823; some district inspectors not equal to duties, 1825-7, 1839; very few irregularities of late, on account of more vigilance and better class of officers, 1828, 1830; mode of inspection, *Davis, J.*, 1859-65; *Esson, G.*, 3103, 3131.
- Certain districts might be merged into others and some officials done away with, *Godson, H.*, 1846-7; *Davis, J.*, 1898.
- Mode of inspecting distilleries, *Davis, J.*, 1859-68; officers in charge, *Esson, G.*, 3111-2.
- Inspector answerable conjointly with collector for sums in default, *Davis, J.*, 1872.
- Regulations respecting inspection of fish, *Esson, G.*, 3130.
- Statement cost of collecting, Inland Revenue. See Appendix E., p. 361.

INSPECTORS OF INLAND REVENUE.—See *Inland Revenue*.

INSPECTORS OF PORTS.—See *Customs*.

INSPECTORS, POST OFFICE.—See *Post Office*.

INSPECTORS OF WEIGHTS AND MEASURES.—See *Weights and Measures*.

INTERCOLONIAL RAILWAY.—See *Pottinger, D.*

INTERIOR DEPT.—See *Dennis, Lt. Col.*

JENKINS, C. W., Asst. Super. of Money O. office, evidence of. No. of Q., 343-48; p. 83.

Fifteen years in service, 343-4; 18 assistants in branch, with salaries very nearly proportionate to merits and duties, and with some who hold higher positions of seniority than they should, 345-8.

JONES, W. H.—See *Civil Service. Examination of representatives of Clerks.*

JOHNSON, J., Commissioner of Customs, evidence of. No. of Q., 1246-1436, 2239-49; pp. 162, 259.

In service for 20 years; Commissioner since 1875, 1246; appointments generally made by Order in Council, on rec. of members, but temporary ones sometimes simply by departmental letter on authority of representatives, 1247; no ex. for admission or promotion in outside service, only for inside service under C. S. Act; system tried for outside but found useless on account of political influences, 1248, 1279; under present practice of first appointments sometimes unfit men appointed; advisable to remove such from political influences and require examination suitable to every dept., as well as term of probation, 1249-51; salaries not in proportion to duties and responsibilities, 1252; outside service not sufficiently attractive to encourage young men of good education to apply, 1253; men appointed as rule not young; min. should be not less than 19 and max. not over 40, 1255; appraisers require special qualifications and same remarks apply to landing waiters, gaugers and lockers and all officers should be familiar with Customs Acts and subject to examination and probation, 1256-7; cannot give any opinion as to whether it would be advantageous if appraisers and cashiers should give security, 1258; classification of ports not practically acted upon, 1259; efficiency of service would undoubtedly be increased if collectors, &c., appointed from service instead of from outside, 1260; classification as in Schedule B. of C. S. Com. of 1869, observed as far as official designation of official but not so as regards salaries, 1261, 1267; in classification of ports, sum annually collected for revenue has been basis of classification and salaries, 1262; some ports have smaller collections than others and yet have larger amount of work through forwarding of goods in bond by railways, steamers, &c., as Kingston, Collingwood and possibly Sarnia, 1263-4; applicants as rule not first appointed to junior clerkships in custom houses, but should be all placed in lowest grade on entering, 1265-6; officers are likely to be continued in outside branch when idle or inefficient, as long as they do not grossly misconduct themselves, and such a system is very undesirable, 1269-70; appointments on some system free from political influence with promotion by merit, advantageous to service, 1271, would give power to those in authority to make removals from port to port whenever necessary, and such removals might be used as means of promotion, 1272-3; great many small inland and frontier ports in Canada, created by strong pressure on government, but does not think officers have too high pay or are too numerous, but these ports increase chances of loss to the revenue and many of them could be abolished with advantage, as their effect is to increase cost of collecting revenue some 20 per cent., 1274-8, 1281-2, 1285, 1349-50, 1384; scheme of Civil Service regulations as in England, with power of appointment vested in non-political Commissioners, would give better material and strengthen hands of Government, 1280; not possible to make such regulations with reference to outports as would insure appraisalment of goods and determination of duty before leaving port of importation, thereafter permitting their removal in bond to smaller ports, 1283; importation of sugars, teas, wines, &c., should be confined to limited number of ports, 1284; prefers competitive to pass examination, with term of probation before permanent appointment, and responsible ministers should have nothing to do with appointments below certain grade; examination should also be adopted with reference to peculiar character of each branch of service, 1286-91; number of classes in inside Civil Service too great, 1292; collectors most frequently appointed from outside on recommendation of members of P. and others, 1293-4; has found difficulty in filling higher positions from lower grades in consequence of promotions being confined to port itself, 1295-6; his opinion has frequently had weight in influencing an appointment in his dept., but he has no voice in nomination; report of permanent head before promotion not necessary in case of competitive ex. only advisable under present system, 1297-1300; not quite enough men in inside service, but excess in outside service, where there is a considerable number inefficient; fewer men of a more competent class would do work more efficiently and economically, 1301-3; merit not rewarded and should be under system of yearly increases, 1304; receives \$1,000 over and above salary, and considers it permanent addition, 1305; dept. furnishes its own account of expenditure as published in Public Accounts, 1306; if a man applies for increase of salary, sums received for seizures and extra work from railways and vessel owners are taken into consideration, 1307; overtime attendance pay to outside officers may be payable or cease any time according to circumstances, 1308; Order in Council passed in 1856 allowing \$15 a month to be paid by managers of R.R. for attendance after or before business hours, and shilling an hour additional after first hour, and same officer may receive such payment from several R. R. companies or ships during same periods, 1309-10; in arrangement specially made between collector of port and public for overtime attendance, dept's sanction not invariably first obtained, 1311; dept. cognizant of fact that Quebec tide surveyor receives some \$700 per annum for extra services to Allan Company's steamers, 1312; monthly sheet sent to dept. by each collector shewing amounts received for overtime attendance, 1313; does not see any advantage in classification of employes providing for annual increases from min. to max. salary in each class, 1314; statistical returns from various ports received monthly and quarterly and cause great labour and expense to dept. in preparing

JOHNSON, J.—*Continued.*

them for navigation and trade returns which contain annual aggregation of quarterly returns by provinces, extra help often required in preparing tables for publication. better to centralize preparation of whole of these statistics at head office. 1315-6, 1395-6; certain work could be performed in inside service by men of lower grade than permanent clerks, 1317; nature of duties favorable to men in outside service, 13 8; in case of information, duty of officers to search for smuggled goods by day and night. 1319; Superannuation Act makes no provision for families of persons injured in service, and also quite inadequate with respect to officers themselves, 1320; work of inside service efficiently performed as rule, but some inefficient and unfit persons in outside service and have reported such in many cases with result frequently of suspension and even dismissal, 1321-2; employment of clerks at so much a day under pressure of business would not diminish number of permanent employes. 1323; returns required by Parliament prepared as far as possible by permanent staff but sometimes extra hands employed and paid by day, 1324-5; with reference to ordinary work rule good which permits clerks in one dept. to be employed in another after hours and paid therefor, but thinks it should be extended to permit employment of clerks for preparation of parliamentary and other unforseen work, 1326; for special work there should be a scale of duty pay, 1327; has power during Minister's absence to apportion employment, and in case of dereliction of duty to suspend, subject to the Minister's decision, but only exercises influence in matter of promotion, the Minister generally respecting his opinion, 1328; hours of attendance from 9.30 to 4, and very generally observed; attendance book kept; no fines, but such might well be imposed, 1329-31; no conduct book kept and no diaries except by inspectors of ports, but such records might be beneficially kept, 1332-4; only four regular inspectors furnished with laws and regulations but no detailed definition of duties, 1335-6; collectors and other officials furnished with code of instructions, 1337; inspection efficiently performed so far as possible with limited number of inspectors, the number of whom should be increased, 1338-9; inspector has no power over collectors and other officers further than to report results of his observations. and to suspend on the principle that a superior may suspend an inferior, 1340; inspector superior to collector so far as he supervises his work, should have knowledge of all duties and ought to have previous experience in service, 1341-3; salary of inspector adequate, 1344; one of most important duties includes checking accounts at several ports, 1345; if ports reduced, inspectors might be sufficient, 1346; when collector deposits his cash he is furnished with duplicate receipts, one of which he transmits to Finance Dept. and other to Customs, and corresponding draft from bank to Receiver General—record in both depts. must correspond—frequent differences found in distribution of amounts but always corrected, and no difference in aggregate of any one year's receipts, present check all they can have, abrogation of smaller ports would tend to greater security, 1347-50; explains manner in which funds are furnished to outside officers for contingencies—in larger ports collectors given advance at commencement of fiscal year, in smaller ports accounts for contingencies sent to dept. once a quarter with vouchers, and if correct cheque sent,—principal contingencies rent and fuel, stationery being furnished on requisition by Stationery Office, 1351; cheques prepared and signed by accountant in his office for expenditure, no cheque sent until money is earned and vouchers presented, 1352-4; collectors required by law to attest to accuracy of accounts, but not allowed to supply extra help or expend any money except what is recognized as current expenditure without previously obtaining permission of dept., 1355; inspectors alone specially required to travel, but at times an officer may be sent to some port on special service,—three inspectors at \$4 a day while travelling and fourth his current expenses about same, and officer on special mission his moving expenses and not more than \$3.50 a day, 1356-7; accounts received monthly from ports and regulated so as to obtain general uniformity, 1358-9; defalcations are of occasional occurrence, not from want of supervision but generally from fraud on part of officers in concealing receipts, &c.—in such case officer dismissed—know of no case of criminal prosecution but such desirable, 1360-5; collectors, sub-collectors, landing waiters and other commissioned officers give bonds with two sureties, generally recovered—sums lost in this way not considerable, 1366-8; within a day after end of month collections are reported as deposited to Receiver General's credit, 1369; inspectors examine the books in outside offices, and accountant of dept. the accounts on receipt, 1370; no unnecessary duplication in keeping accounts, 1371; accountant of department check accounts of ports once a month, 1372; not till end of month is it seen that amount of remittance correctly covers sums entered on transactions to which it relates, 1373; settlement properly takes place on last remittance for month, 1374; from one day to a fortnight after close of month before it is ascertained whether exact amount to cover month's transactions has been received, correctness being ascertained by correspondence of dates on both sides of account and with receipts, 1375-6; remittances checked by dates of entries by inspectors, 1377; department recognizes "sight" entries but not suspense entries, which are discountenanced, thinks it would be better to substitute "prime" and "post" entries, though difficult to do so, 1378-9; against regulations of dept. to enter as in Toronto (*Douglas*, 636-7) receipts for sight and suspense entries, fines, &c., in book in common with advances for contingencies, 1380; department not aware of disappearance of two such books from 1871 to 1873, 13-1; an account kept of deposits by Finance Department and by Receiver General, when latter office existed, 1382; more than one case may have happened of loss to public by collector destroying or suppressing invoices, and such cases only to be guarded against by abolishing smaller ports, &c., 1349, 1383-4; advantageous to have regulation requiring all second outside officers to have communication of official correspondence, instructions, financial transactions, 1385; Customs board composed of Commissioner (chairman), two Dominion appraisers and one secretary, directs appraisement of goods at all ports of Dominion, 1386-7; appraiser's decision not final against importer, who can appeal to two merchants for re-appraisement, but final against treasury, 1389-90; appraisers at port of entry entitled to share

JOHNSON, J.—*Continued.*

of proceeds as informers, as result of their appraisal—an objectionable system in some respects,—better to pay larger salaries, 1391-2; in order to have uniform system of entering goods so that same rate of duty is charged at every port of entry in Dominion, dept. sends frequent instructions and distributes samples of various classes of goods marked with proper rates of duty, &c., 1393; not prepared to say whether collector should participate in seizures, 1394; statistical returns made by provinces to satisfy commercial community and members of P. if made only for Dominion statistical staff could be reduced, but such would not satisfy Dominion,—returns as to goods entered for consumption in any particular province not accurate on account of interprovincial trade, 1395-9; collectors do not receive additional remuneration as registrars of shipping, steamboat inspection, &c., though these duties involve heavy responsibilities, 1400-2; explains means of checking warehousing operations of outside ports of entry, 1403; does not approve of existing regulation which permits all kinds of merchandise in bond being stored in private warehouses as dangerous and expensive, and were it changed for Government or general warehouse many officers could be dispensed with, and certain goods as whiskey and brandy could be stored at great advantage to public interests, 1404-7; goods legally entitled to remain in bond two years, and frequently longer, 1408; does not approve of permitting goods to be warehoused for purpose of manufacturing in bond, 1409; persons placing goods in warehouse require to give personal bond for double amount of duties and goods placed under custody of locker, customs lock placed on warehouse door and key kept by collector, if importer insolvent, collector would have to refuse bond, 1410-1; explains conditions under which a building or part thereof can be constituted bonded warehouse; regulations divide warehouses into several classes, first owned by Government, second, by private individuals, in which importations of merchandise are stored in bond, third, private, in which importer stores his own importations in bond, also surterance warehouses at railway stations and steamboat landings, &c., 1412; desirable to keep Custom House warehouses separate from those of Inland R., 1413; safer in private warehouses to separate warehousing part by substantial parting walls from all other premises in which owner's business is being carried on, 1414; large amounts of duty lost on account of goods having been abstracted from bonded warehouse, 1415; Superannuation Act enables dept. to dispense with inefficient men, and recommends a number now who might be retired, 1416-8; would like to see Act amended so as to provide limited annuities for widows and children of deceased civil servants, 1419-20; system of life assurance desirable, 1421; classification of C. S. Commission of 1869 not suitable, 1423; organization of Customs Dept. (p. 29, C. S. Comm., 1869) should be repealed, and commissioner or two commissioners invested with greater authority; number of classes of clerks should be reduced to three, 1st, 2nd and 3rd, after competitive examination candidate should be assigned after probation of a year to either class, no sliding scale of salaries desirable but they should be fixed at time of promotion at adequate sum; officers higher than 1st class clerks should be known by official titles; classification of ports utterly impracticable and perhaps better to classify officers; all appointments and promotions should be free from all political and local influences, and a thorough system of competitive examination and legitimate promotion adopted, 1424; promotion depending mainly on seniority tends to encourage indolence, 1425; at present in inside service, promotions chiefly confined to statutory increases of salary, and promotions from one class to another, but in outside service such matters generally regulated by outside influences, 1425-6; better to allow increase of salary only on certificate of immediate superior head, countersigned by head of dept., 1427; desirable to give utmost possible publicity to appointments and promotions, and all officers responsible for work of clerks consulted in case of vacancy to be filled, 1428; system of promotion by seniority tends to discourage clerks of superior ability, 1429; present system of promotion tends to give salaries without reference to importance of duties, 1430; in Customs promotions in inside service generally made on Commissioner's statement as to efficiency and length of service of officer, 1431; promotion to higher class seldom involves change of duty, 1432; only one case in Dominion of cashier (Montreal) giving security to Government or collector—probably better where cashier selected by Government, and not, as now, by collector from among clerks, 1433; collector cannot be his own cashier and do his own banking whilst acting under direction of Government as to disposal of funds, 1434; collector in collusion with cashier might control considerable sums for short periods, 1435; inspectors generally make careful examination of cash accounts of collectors, 1436; states views as to law of seizures—section giving Minister and Governor in Council power to mitigate or release calculated to nullify other provisions—commissioners should be appointed as judges, before whom all seizures should be tried—more simple system in any case necessary—increasing fines and leaving out criminal provisions preferable, 2239-42; officials should be informed, 2243; monthly detailed statement of legal decisions and rulings connected with Customs furnished to collectors by U. S. Treasury, and perhaps better to substitute this for present practice, 2245-6; inspectors instructed to keep record of character and efficiency of officers, 227-8; their duty to communicate all serious irregularities before transferred to another district, 2249.

JOHNSON, H. W., Agent Dept. Marine and Fisheries for Nova Scotia, evidence of. No. of Q., 3132-43; p. 367.

In service for 17 years, 3132; nature of duties; 123 lighthouses in N.S., &c., 3133; 164 employés in inside and outside service, appointments from Ottawa, crews by captains of vessels, &c., 3135; appointments should be independent of politics, promotion by seniority and merit, com. ex., age from 18 to 25 years, 3136-8; not too many men employed, none unfit, 3139-40; chief supplies by tender and contract, 3141; system of giving out supplies and check thereon, 3142.

JUSTICE, DEPARTMENT OF,—See *Lash, Z. A.*

KAVANAGH, H., Inspector of Ports, evidence of, No. of Q., 2080-157; p. 244.

About 29 years in service, 2080; inspectorship extends over 68 ports and stations from Kingston to Magdalen I.—visits ports and outports once a year, 2081-2, 2090; should be inspected twice a year, 2137-9; receives copy of each order issued by dept., 2083; officers generally up to work, but some landing waiters and collectors, lately appointed no: sufficiently instructed yet—these men brought in on recommendation of members, 2084-6; inspected Kingston four months ago, Quebec in mid summer and Montreal not for three years, but makes partial inspections every month at that port where officers are first class men, 2087-8; explains in detail his method of inspection, check of books and work and time devoted to several places, bonded warehouses, &c, 2089-91; when anything is wrong censures officers and reports facts to dept., 2092; registers his name at public hotels and cannot tell whether his presence is known to proprietors of bonded warehouses, 2-93; has at times gauged liquor in bond and found errors, one amounting to \$100, but money and fine paid,—but as a rule goes by packages as it is not necessary to apply first test, 2094-5, 2151; since three years has heard of cases of irregular and fraudulent removal from bonded warehouses in Montreal, but when he mentioned to surveyor on one occasion he was going to examine some of these warehouses, he replied he would throw ex. up as he had special instructions to do work thoroughly and wished to do so, 2097-2100; but quarterly ex. of every bonded warehouse in Montreal and elsewhere held, 2156; surveyor frequently in charge as acting collector, which interferes with his duties, 2101; officers defaulters for large sums, in four instances collectors dismissed and in other cases men retained—one man made defalcation good, 21-2-3, 2109; took steps to stop such irregularities but his instructions were not followed though cashier made good defalcation, 2129, 2131; quite capable of inspecting whole division, 2104; late regulations respecting construction of bonded warehouses sufficient, but do not apply to warehouses already in existence, 2105; perhaps necessary to have another solvent person give security in addition to proprietor of goods warehoused for duties, 2106; is superior to collectors and other officers, but does not direct, only offers recommendations in writing, and if they are not followed, reports—has authority to suspend when security of revenue requires it, 2107; only reports result of each inspection in special cases, 2118; some defined rules to inspectors necessary, 2111-2; clerks in custom houses placed in their positions by collectors, 2113; clerks, as rule, have small salaries, but his recommendation respecting increase or promotion not generally acted on, 2115-6; no rules as to work on which different classes of clerks are to be employed, and merit not being recognized men become dissatisfied, 2117-8; promotion by merit and increase of pay at stated periods would create better class of officers, and same effect by system of appointment on probation and ex., 2119-20; reports on unfit officer to dept., 21-21-2; no general system of keeping accounts, checking moneys, &c, in different custom houses, but each collector performs work of his office to best of his judgment, subject to approval or disapproval of inspectors who have not sufficient authority, 2123-4; collector answerable if surveyor neglects his duty, 2125; in placing goods in bonded warehouses, it is a regulation that all packages belonging to a particular warehouse entry should be kept in warehouse separate from those of another warehouse entry, and each package numbered with No. of its own bond, 2126; no part of his duties to make periodical inspections of Inland Revenue goods placed in charge of Customs, but such goods should be kept separate 2127-8; registrars of shipping and measuring surveyors appointed by Minister of Marine and responsible to his dept., but he (inspector) considers it part of his duty to see they perform their duties, 2134-5; only safe way to bond goods is in Queen's warehouses in large ports, 2136; writes certificate in collectors' cash book in red ink to show all moneys properly accounted for—duty of surveyor or next officer to see that collections are accurately received, 2140-2; collector administers oath under Customs Act, 40 Vic., c. 10, but chief clerk and surveyor sometimes do so, obviously contrary to law, 2143-4; does not interfere with appraisers in regard to valuation of goods, but reports on delinquency or inattention, 2145; many small ports and outports ought to be closed, and men to act as preventive officers depending on seizures, 2146-9; several officers underpaid, 2150; duty of collectors of customs and landing waiters to receive, check and put excise goods in bond on arriving at ports, and collectors responsible for their safety, 2152-4; not consulted with respect to promotions, 2155; makes record of conduct and efficiency of officers whose duties he supervises, 2156; every candidate for ex. in Customs should be ex. by two chief officers in rudimental branches sanctioned by dept.—regular promotion by seniority if head of port recommends and inspector endorses recommendation,—this promotion not necessarily in port—each officer to have three weeks' leave of absence—every officer to give security, but not from merchants and traders having transactions with Customs—officer owing more than \$50 to merchant doing business with Customs to be censured, &c., 2157.

KIDD, J., Acting Secretary of Governor General, evidence of. No. of Q., 2,490-2,510; p. 283.

In service 23 years, 2,490; nature of his duties, 2491; appointments by Government on Governor General's nomination. 2492; No. ex. latterly on appointments, but latest on probation, 2492-3; compet. ex. with probation advisable, but latter most reliable test, 2494-6; best age from 18 to 20, 2497; chief clerk should rank with deputy head, and additional copying clerk desirable, 2499; majority of documents copied by hand, 2500; knowledge of French and English not required, 2501; staff very efficient, 2502; extra work given out for copying, 2503; no necessity for attendance book, 2504; work chiefly correspondence, 2505; work done by all of equal comparative importance, but responsibility rests mainly with chief clerk, 2506-7; all should not receive equal salaries, 2,508; no special means to preserve correspondence from fire, 2509; allowance when travelling on public business, 2,510.

KING, E. F., P. O. Inspector, Montreal, evidence of. No. of Q., 979-83; p. 140.

In service since 1846, when dept. still under Imperial regime. Inspector since 1861, 979; his duties being generally to give attention to everything connected with well-working of division, 980 staff, 8 in inspector's office, 42 railway mail clerks, on railway routes as mentioned, total pay-

KING, E. F.—*Continued.*

ments for mail services of all classes, about \$70,976.60 a year (Grand Trunk R.R. not included), 475 P. O. in division, total mileage on land routes 453,648 a year under contract, but 231 miles per week suspended in summer, 318 land routes, 14 railway services, 3 steamboat in Montreal division, 981; present form of bond ill-adapted to P. O. necessities, as it is too complicated and involves waste of time and labor in inspector's office—possible to dispense with all four affidavits on bond or those of witnesses, and other improvements suggested by witness, 982; concurs generally in mem. of Ass. Postmaster on subject of Montreal P. O. (see *Emery*, 921), 983.

KING, R. M., Inspector of W. & M., Halifax, evidence of. No. of Q., 3144-52; p. 368.

Over a year in service, 5 counties to inspect in his division, 4 divisions in all the Province, 2 officers in his division able to perform all the work, office hours from 9:30 to 5 o'clock, 3144-9; has condemned many scales, replacing old measures by new standards, 3150; W. & M. Act generally accepted by honest and intelligent traders, 3151; suggests certain improvements in details of working of dept., 3152.

KING, S. J., Postmaster, St. John, N.B., evidence of. No. of Q., 3244-56; p. 377.

In service since March last, 3244; staff efficient and not too large, divided into four classes, comprising 16 in all, 3245-6, 3251-2; increases of salary on basis of conduct and attention to duty by Ottawa dept., under P. M's recom., 3248; no ex. for first appts., which are made by Ottawa dept., 3250; discipline generally satisfactory, fines imposed at need, 3253; salaries not proportionate to duties, 3256.

KINGSTON MILITARY COLLEGE.—Estimated expenditure for current year for some 100 cadets (actual No. 92), \$59,000, or deducting \$9,000 fees, \$50,000; board and instruction free; young men, after obtaining certificates, to be employed by Government when practicable; professors mostly from England, but some Canadians, *Macpherson, Col.*, 1190-4; college under Militia Dept., *Panet, Col.*, 408; but staff under orders of commandant of college, responsible to Minister, 413; purely military instruction, 414.

KITTSON, W. H., Hamilton, Collector of Customs, evidence of. No. of Q., 794-842; p. 125.

In service since 1837, promoted from Cobourg to Hamilton in 1869, 794; wants one more officer to assist present competent staff, 795-7; some clerks doing same work get higher salaries by reason of their being longer in service, 798; appointments made on recommendation of city members, 799; young men from 15 to 20, with good common school education, best class, but in case of appraisers and such officers men of experience necessary, 800; at present men appointed not of suitable age, 801; appointments made in his office at larger salary than clerk entitled to, 802; unjust to other officers in port to make such appointments, 803; no clerks incompetent by intemperance, old age, 804; promotions filled by outsiders generally, to injury of service as rule, 805-6; knows of only one case of probation, 807; present system of first appointments does not as rule furnish right material from which to make promotions, 803; all candidates should be examined as to their qualifications before Board of Examiners, and in addition probation advisable, 809; some outside officers sufficiently young and active to prevent smuggling at night, 810; in some cases men should begin on small salaries, and be promoted by merit—in other cases, they should come in fully qualified, 811; discipline pretty good, in case of offences reports to inspector, men suspended, 812; no good conduct book kept but inspector makes enquiries and reports, 813; 20 sight entries since 30th June, special deposits also made, generally for short time and money paid on such placed to credit of collector, his cheque controls deposit—when duties are paid in he gives cheque in return for amount deposited, 814; keeps a book for sight entries, 815; inspector requires statement of these entries and checks them, 816; better to have goods appraised by appraisers and "prime" entry substituted, as all moneys collected for duty would then be paid to credit of Receiver-General, 817-8; remits collections to Receiver General every day, 819; each remittance exactly covers amount of duty collected on stated number of entries of which numbers are given, 820; his book always checked by inspector, chief clerk keeps cash account, he (collector) also keeps his own book of receipts, surveyor also keeps a book, 821; entries conveyed by each remittance only sent once a week to Ottawa, 822; every officer at port subordinate to collector, surveyor acting in his absence and responsible for all outside duties when superior at home, 823-829; every merchant on payment of certain sum entitled to a warehouse, and when goods are imported, and bonded entry passed, warrant issued for delivery of goods, &c., goods remain in warehouse till taken out, under custody of locker, on whom surveyor acts as check, 824-5; warehouses examined and stock taken every month by surveyor, assisted by locker, 826; goods have been taken out of bonded warehouses for consumption before entries made and duties collected, one case in Hamilton, 827; all goods from U.S. by mail always accompanied by manifest, but excise goods from such ports as Windsor or Guelph not so, 828; surveyor to some extent independent officer, and all lockers and warehousekeepers answerable to him direct, 829-30; each locker does not keep separate debtor and creditor account of goods or make regular statements of all balances, 831; surveyor does not make return to him at stated periods, but he (*Mr. Kuttson*) sees his books whenever he wishes, and signs quarterly account because he thinks it true, 832-3; inspector of ports takes stock of goods in warehouse at date of his inspection, and thereby checks warehouse books of port, 834; keeps debit and credit account of each separate bond, 835; as rule, goods mentioned in ex-warehouse entry alone taken out under such entry, and fraud not likely, 836; never saw order that goods in bonding warehouse are to be kept separate as to each bond, and No. of bond placed on each package, 837; all statistics furnished quarterly, their making up materially increases work of port, 838-9; appraisers competent men, and in employ from 4 to 10 years, 840; equitable charge of duty on many classes of goods largely depends on ability of appraisers, 841; fitness of an appraiser satisfactorily tested by examination, 842.



LAMOTHE, G., Postmaster of Montreal, evidence of. No. of Q., 922-78; p. 137.

Salary \$4,000 a year, no perquisites, 922-4; no employes allowed remuneration above official salaries; some engaged in other avocations which do not, however, appear to interfere much with their duties, 926; P. M. General appoints employes, 927; some go through period of probation, 928; persons employed not, as rule, sufficiently well educated, 929; eight or nine persons unfit, 930; a few unfit at commencement, 931; has addressed complaints to dept. as to unfitness of clerks, and they are generally attended to, 932; employes generally attend regularly, eight hours on average, 933-5; cash received by clerks of Money Order and Savings Bank Branch, accountant and secretary, from unpaid and insufficiently paid letters, newspaper weight postage, rent of boxes and drawers, deposit on P. O. keys, waste paper sales, postage stamps, money orders, savings accounts, each cash transaction being recorded by one or more clerks by bordereau and forms attached to transaction before transmission to accountant who must have vouchers for everything, 936-8; cash received for M. O. and P. O. Savings Bank deposited in Montreal Bank, all other cash receipts in Ontario B every day in Money Order Office, and generally three or four times a month or whenever money accumulates in accountant's office, but no money received on P. O. revenue placed to his own credit in bank, 939-41; postage stamps kept in custody of accountant and secretary who gives no security, but postmaster himself is responsible to dept. to which he has given security, 942-3; stamps supplied to vendors by requisition, accompanied by bank certificates for amount required, 944; suggests that minimum amount of \$20 for each purchase be increased to \$100, 945; hardly any postage stamps sold directly to public, 946; money received for stamps duly entered in cash book and amount lodged in bank with other deposits, and return made to dept. in monthly statement, 947; partial inventory of stamps made every day and periodical ones by inspector, 948; accounts kept by accountant and secretary and rendered to dept. once a month, 949-50; about \$14,000 a year received in payment of postage, 951; postage collected charged against postmaster in letter bills for corresponding offices, 952; also charges against corresponding offices postage to be collected by them in same way, unpaid postage sent and received reciprocally by corresponding offices being included in monthly statement sent to dept., 953; official correspondence conducted in office with dept. and public, by himself, deputy postmaster and secretary, 954-5; housekeepers occupy rooms in P. O. building, which are heated, lighted and supplied with water, 956-7; waste paper sold and cash received by accountant, 958-9; health of staff on whole satisfactory, 960; all inside employes have two weeks annual absence, carriers only one week, on average two clerks and two carriers absent from sickness, 961; hoist in office injurious to employes, mechanical power should be used, 962; if office were conducted like private establishment, could dispense with seven or eight employes, 963; 14 to 16 clerks employed at night and extra work, without receiving extra pay, under supervision of heads of despatch branches, 964-6; duties divided into six branches, each conducted by head clerk, 967; this supervision sufficient with exception of operations of despatch branches, carried on in basement, 968; all registered matter immediately entered and numbered in record giving name and destination of each, all letters received from other offices are accompanied by letter bills on which they are entered, and registration clerk who receives these letters and enters them, certifies those entries on letter bills, and receipt also given by him for every letter posted at wicket—letters received for other offices are handed to despatch clerk who records mailing, and letters for other offices remaining in office at night entered in bordereau, signed by registration clerk, and the despatch record is examined daily both by chief clerk of Registration Branch and by clerk in charge—registered letters received for delivery at wicket not delivered without receipt being given by addressee, as well as those delivered by letter carriers, 969; registered packages are kept in locked boxes and safe at night, and keys of safe only accessible to persons responsible for letters, 970-1; supplies for office stationery obtained by requisition to dept. every quarter, fuel by tenders at Ottawa, light by gas company, clothing for letter carriers from persons specially authorized by dept., small miscellaneous paid by accountant under his authority and approved by dept., payments for all this being by cheque from Ottawa on his requisition excepting clothing, which is paid out of annual allowance of \$50 to each carrier for that purpose, 972-3; stationery kept in his office, and distributed upon requisition from each branch, 974; no defaulters since 1875, except cases of stealing money letter, 975; nothing to his knowledge lost by Govt. by these defalcations, not aware of amount of private losses through letter stealing, 976; employes give security, 977.

LANGÉVIN, E. J., Under-Secretary of State, evidence of. No. of Q., 2250-83; p. 261.

In service since 1835, 2250; dept. subdivided into four branches and staff efficient, 2251, 2255, 2265; conditions of C. S. Act generally observed in making appointments in dept., no fixed rule as to age, ex. required by Act not enforced for years, 2252-4, 2256; promotions as a rule from ranks of service, but appointments occasionally from outside—generally consulted in promotions—outside appointments over officers in service, demoralizing—vacancies should be filled from those already in service, 2258-64; pay in proportion to work and duties, 2-65; does not know of any one engaged in outside business, 2267; one extra clerk in dept., 2268; Queen's Printer's and Stationery Branches require technical knowledge, 2269; clerks' grades according to different classes, 2270; Keeper of Records has charge of all letters, registers and correspondence, makes searches for documents, 2271; fees for commissions under Great Seal and copies for documents deposited monthly to credit of Receiver-General, 2272; attendance book regularly signed by all officers with exception of chief clerks, 2273-5, 2277; never had occasion to enforce penalties, 2276; names of clerks entitled to increase are submitted to head of dept., and recommended by him as he thinks fit—conduct of clerks always taken into consideration—clerk who has reached highest salary in his class not promoted, as matter of course, to next, 2278-82; deviations from theoretical organization of 1868 attributable to various changes in dept. since that time, 2233.

LARUE, G., Collector of Inland Revenue, Quebec, evidence of. No. of Q., 1087-1115; p. 150.

Visits every two months places where excise goods are produced, 1087; bonded warehouses examined and stock taken every three months, 1088; checks operations of manufacturers from ingress of raw material to payment of duty and delivery of goods, 1089; frequent visits and general surveillance exercised over excisemen, 1090; books and vouchers of division checked, about 10 days before, up to 1st August, 1091; revenue stamps procured on requisition from Ottawa, recorded according to denominations and then given to officers in charge of manufactories on requisition signed by manufacturer who then pays duty, 1092; no prerequisites except what come from seizures, 1093; dept. appoints employés, who are taken on probation, subject to confirmation after special examination, 1094-5; staff as a whole efficient, 1096; not aware of regular system of promotion, 1097; not aware of officers employed outside, 1098; employés sufficiently educated with one exception, none unfit for service, regular in attendance from 9 to 4 and later, 1099-1102; salaries not equitably distributed according to duties, 1103; probation procures the best appointments, but everyone should be fairly educated, 1104; sufficient supervision exercised over every branch of district, 1105; can suspend officers and report to Ottawa for breach of discipline, 1106; cash received by him (district inspector), and in his absence by book-keeper, &c., 1107; no defalcations, 1108; officers give personal bonds and two sureties, 1109; book-keeper attends to his duty during his absence, 1111; inspector himself supervises book-keeping, 1112; some clerks called upon to do more work than others, 1113; current work of each day written up before leaving office, 1114; excisemen sometimes obliged to be early and late on duty, 1115.

LASH, Z. A., Deputy Minister of Justice, evidence of. No. of Q., 2116-40; p. 263.

Deputy Minister since 1876, 2316; two branches, department proper and penitentiaries—duties and nature of work explained at length—five penitentiaries in the Dominion—inspector head of that branch—an assistant appointed 1st July, 1830—Dominion Police Force, 20 men, under control of Commissioner, clerk in dept., 23.7-230; general code of rules for administration of penitentiaries, and inspector asks special instructions at times, 2318; although called police force, duties of men are those of caretakers of buildings day and night, and superintendent receives instructions from Public Works Dept., cost of force \$11,000 last year, 2319-21; appointments should be removed as far as possible from outside control, and permanent head able to determine whether or not a clerk should be retained after certain probationary term, 2323-26; efficiency to be kept in view in promotions to vacancies, 2323; Warden, Deputy Warden, Chaplains, Accountant and Surgeon appointed by Governor in Council, others by Minister of Justice or Warden—officers appointed by Order in Council or by Minister serve no probation—those by Warden a term of six months—no examination except in case of accountants and others requiring technical knowledge, 2327; 6; inspector has general power over penitentiary staff, and can suspend, 2328; Warden, Deputy Warden, Surgeon and Accountant, and Kingston Protestant Chaplain participate in benefits of Superannuation Act, 23.9; work of dept. satisfactorily done, no officers unfit for duty, or whose services could be dispensed with, no extra clerks, 2331-3; present system of increment of salaries decidedly wrong, 2334-5; mode of making payments through Finance Dept., 2336-8; desirable as many offices as possible should know French, 2339-40.

LESCUR, W. D.—See *Civil Service. Examination of representatives of Clerks.*

LEWIS, JOHN, Surveyor and Warehouse Keeper, Montreal Customs, evidence of. No. of Q., 1002-16, 2383-2417; pp. 144, 275.

No prerequisites except from seizures made by him, tide surveyor receives fees for measurement of vessels, three or four clerks get a few hundred dollars from Harbor Commissioners for collecting wharfages, 1002-3; does not know of any engaged in outside business, 1004; staff efficient, no officers incapacitated from age, infirmity, &c., 1006-10; employés regular in attendance, some going as early as 7 a.m. to duties, and leaving at 6 p.m., 1007-9; before making appointments, care should be taken to ascertain qualifications and character, and every one selected should go through probation, 1011; as rule, vacancies filled for political reasons, 1012; great number of staff never absent, but several from 15 to 24 days on leave, absence from sickness never frequent, 1013; not aware of want of supervision in any of departments, 1014; stock taken four times a year by two officers to way connected with receiving or delivering goods, 1015; efficiency of service would be promoted by adoption of system of classification of officers and clerks, each employé being advanced by established scale—more economical to form Customs lockers and tide waiters into one class, and assign each his duty; Govt. bonding warehouses should be established for storage of wines and liquors especially, 1016; checks goods in bonding warehouses every quarter and reports deficiencies to dept., special instructions received of late years respecting spirits or wines, and no unnecessary delay in carrying them out, no serious irregularities, never objected to inspection of warehouses by inspector, 2386-92; sometimes deputed as collector, but duties of surveyor not interfered with, 2393; chief clerk or officers immediately concerned administer oaths, 2394-5; 7 or 8 surffiance and 87 bonding warehouses, employing 25 lockers, in Montreal, 2396-8; some warehouses up to requirements of new regulations, very large fraud committed in one not in accord with regulations, 2399-2400; establishment of Govt. warehouses would effect considerable saving and prevent fraud, but would probably involve sacrifice of important private interests—combined interests of merchant and Govt. affected by bonding warehouse adjoining private premises into which access could only be had by outside door, under Customs lock, &c., 2401-7, 2417; rapid transit facilities afforded by rail and steamers render less necessary keeping large stocks, 2403; salaries at Montreal not fairly proportioned—officers employed on more responsible duties than regular ones should be paid additional a day, 2409-10; Customs officers paid extra by companies or firms, 2411-4; supports gradual increase of salary, 2415; knowledge of French and English advantageous in certain cases, 2416.

Classification of Customs Outside Service.—See *Appendix C*, p. 358.

**LIFE INSURANCE.**—See *Civil Service (evidence of Clerks)*; *Superannuation*.

**LIGHTHOUSES.**—See *Marine and Fisheries*.

**LOCKERS.**—See *Customs*.

**LOWE, JOHN.** Secretary of Department of Agriculture. evidence of. N. of Q., 1437-84; p. 180.

In service since 1870, Secretary since 1873, 1437; dept includes five branches administering Agriculture, Immigration, Public Health and Quarantine, Arts and Manufactures, Patents of Invention, Copyright and Industrial Designs, Trade Marks, 27 permanent officers and clerks in these branches, besides some 14 temporary clerks or extras for service where required—explains at length duties of each branch, 1438; no special examination for admission since his appointment, 1439; result of present system in his dept. has been efficiency, 1440-46; first appointments generally made on Minister's recommendation to Privy Council, 1441; some clerks on probation and others not, unfit persons not left at end of probation, 1442-3; Ministers have always made their own recommendation to Council as to appointments, but generally in cases of promotions take opinions of officials, 1444; no absolute rule with respect to promotions by seniority or of merit, 1445; has doubts whether preliminary examination would afford best test as to candidates' fitness and aptitude, which can be best ascertained by probation, sufficient education should be always demanded at outset, 1447-9, 1453; competitive examination in England has not in all cases answered expectations, 1449-51; not always possible to frame questions that will test special qualifications, which can only be discovered by experience, 1454-5; competitive examination and probation might together constitute satisfactory test, 1456-7; generally subordinate officials could fill higher positions, 1458; men appointed from outside to high positions for special qualifications in consequence of not finding officers in lower grades altogether equal to duties, 1459-61; men might be educated up to work required in higher positions, 1456; men now appointed from 18 to 50, but mostly young men, 1457-8; has two extra clerks (females), doing good service, 1459; correspondence, patents, statistics and trade marks as well as archives, require special knowledge, 1469; promotion from class to class does not necessarily involve change of duty, 147; annual increases as rule advantageous, though they do not always give substantial justice in his dept., 1472; favors promotion by merit, 1473; one clerk in archives branch, and collections made of historical records in England and France, as well as Canada, 1474; present staff of dept. if anything, too small, and lays before Commission statement shewing patent service in Canada performed at from  $\frac{1}{3}$  to  $\frac{2}{3}$  cheaper than in United States, 1475; one clerk might be superannuated soon, merits of officers not all equal, but none incompetent, 1476; special as well as permanent agents in outside service—special attention to immigration, health, quarantine—none unfit for duty, 1447-8; thinks advantage of immigrants coming to Canada exceeds cost of service, 1479; does not favor continuous employment of extras as a rule, in preference to their being placed on permanent staff, 1480; never inflicted fines for minor offences, 1481; no employes engaged in outside business, 1482.

**MACKENZIE, A. J.** Customs Surveyor of Hamilton. evidence of. No. of Q., 843-63; p. 18.

In office since April, 1876; attends to outside work; oversees lockers and landing waiters, etc.; supposed to be check on collector as regards moneys, 843; does not take mem. of sight entries, but sees them in chief clerk's cash book; such entries objectionable; no check on cash after it goes into collector's hands, except that books show receipt of money, 844-5; all officers of staff competent and number no larger than necessary, but work not now properly distributed among them, and were that done smaller staff might suffice, 846-7; two clerks keep warehouse books Nos. 1 and 2, which is not enough work, and salaries (\$1,100 each) largely in excess of duty, 848-50; one clerk keeps free goods and export books and makes out returns based on them not enough work for one person, 851-2; one supernumerary clerk employed in connection with aggregate books and returns, to assist a permanent officer, a hardware officer, and such supernumerary unnecessary, as anybody could perform slight duty required, 853-4; chief clerk performs most important work as he receives all moneys as cashier, receives and checks all entries, 855; all inside men quite competent, but not all equal to promotion to higher positions, and some get lower salaries than their work entitles them to, 856; is sure present system of making appointments not good and favors preliminary examination, probation and promotion by merit, 857-8; about a week each month taken up by one officer preparing statistics, which could be done at Ottawa and allow business of port to be carried on with fewer clerks, 859-60; takes stock of goods in warehouse every month and notes marks and numbers on goods, such as dry goods, 861-2; counts number of packages, but most valuable goods could be taken out through collusion or carelessness of locker and loss valuable goods left behind, 863-3.

**MACPHERSON, LIEUT.-COL.,** Accountant of Militia Department. evidence of. No. of Q., 1182-1211; p. 156.

In service since 1862, and accountant since 1872, supervises all expenditures audits accounts, prepares estimates for Minister, has five clerks, rather too few, mostly young, a 1 efficient, 1182-6, 1187; no limits as to age in appointments, which are made by Minister, 1187; maximum expenditure for militia purposes has been \$1,500,000, but now reduced to \$700,000, 1188; no reduction at headquarters, as same machinery is required for lesser work, 1189; 92 cadets at Military College, deducting fees paid by students, \$50,000 probable expenses of that institution—cadets receive board and instruction free, 1190-1; believes it is intention of Government to employ these men, though no distinct promise given, on Government R. R. and Public Works, and militia staff, and British authorities have give four commissions a year to graduates, 1192; remainder free to go where they please, 1193; most of professors from England, but some Canadians, 1194; officers commanding companies in country responsible as rule for arms and accoutrements in cities officers commanding battalions, in some cases claims have been made and recovered for losses, 1195; annual allowance of \$40 per company given for care of arms, Brigade-Major of division in rural districts has to make semi-annual inspection of arms, accoutrements and stores issued to each company, and to report deficiency, and in case of individual

MACPHERSON, LIEUT.-COL.—*Continued*

neglect, captains of companies directed to recover damages under Militia Act, 1196; appointment of caretaker to amory does not relieve commanding officer of his responsibility, 1197; staff of dept., inside and outside, now reduced to minimum and efficiently and economically conducted, 1198; appointments should be made on ground of fitness only, 1199; no examination for admission or promotion at present, but examination and probation advisable, 1200-1.

## MARINE AND FISHERIES—

Inspection of Lighthouses, *Gregory, J. U.*, 1150; supplies for same, *Gregory, J. U.*, 1157-9.

Perquisites, commissions, *Gregory, J. U.*, 1151.

Accounts, *Gregory, J. U.*, 1154.

Discipline good in dept. Dep. Min. suspends in absence of Minister, attendance book kept, *Smith, W.*, 285-7; fines advisable, 2858.

Registration of Shipping, *Smith, W.*, 2852, 2865-73; fees prescribed in Act, 20c. and 21c., paid to Government 2874-7.

Agents in Maritime Provinces, nature of work and duties, *Johnston, H. W.*, 3133; mode of appointments in outside service, 3135; ex. with probation and promotion by merit advisable, 3136-7.

Lighthouses, &c. in Nova Scotia. *Johnston, H. W.*, 3133-4.

Supplies by tender and contract. *Johnston, H. W.*, 3141; mode of giving and checking same, 3142.

## MATTHEW, G. F., Chief Clerk, St John, N.B., evidence of. No. of Q., 3195-3202; p. 373.

In service for 27 years, 3195; his duties, 3196; cashier makes up moneys and sends them in a locked-up box by messenger, 3197; work done efficiently and economically, 3198; hours of attendance, from 9 to 4 o'clock to finish up work, but only to 3 to public, 3199-201; pay proportionate to work, 202.

## MCDUGALL, J. L., Auditor General, evidence of. No. of Q., 2745-2821; p. 308.

Duties defined by 41 Vic. c. 7, sees that expenditures are properly authorized, &c., 2746; appointments in dept. by Order in Council, no ex. but generally consulted, 2747-8, 2758; present system of appointments unsatisfactory on whole, 2749; English system best, open ex. without nomination, Civil Service Com. to be appointed like judges, age of candidates from 18, 2750-4, 2756; compet. ex. best confined to grades below dep. heads, 2755; prizes should belong to those, as a rule, already in service, 2757; zeal and efficiency should count in promotions, 2759; official confidential record of conduct and ability advisable, 2760, 2763-4; officers of certain class to be placed in one room under one officer, 2762, 2784; effect upon education of throwing first appts. open, good, 2765, female aid useful, 2765; candidates should be promoted according to merit on ex. to be determined by depts., 2767; young men from good commercial schools sufficiently fitted, 2768; young men of high attainments to be preferred under certain conditions, 2769; French and English expedient, 2770; staff in Auditor General's dept. should have special knowledge of accounts and figures to be tested by ex., 2771, 2775; its present efficiency, 2776; political exigencies sometimes create public positions, 2772; political patronage not expedient on the whole, 2773; attendance of 64 hours daily with 3 weeks' absence sufficient, 2776; not advisable to limit by Statute No. of clerks, extra clerks not desirable except under unusual circumstances, No. of 1st class clerks might be fixed in a dept. unless it is of a growing character, and specific duties assigned to each, 2777; fixed salaries not expedient, and annual increase not best plan of raising same, 2778; common classification of all depts. would not suffice, 2780; better system of promotion, prizes given in service, a general classification, necessary improvements, 2781-3; temporary clerks expedient, and paid by piece work when practicable, but experience of his dept. not applicable to all depts., 2786-8; disapproves of payment of C. S. clerks for extra service, they should perform all necessary work for pay accorded them under service scale, 2789-92; attendance book regularly signed, except by deputy head, 2793-4; some men unfit for service, but on whole not dissatisfied with clerks in depts., 2795-6; favors suspension but not fines for neglect of duty, 2797; explains system of supervising expenditures under Act, and shows that improvements are necessary in order to secure more efficient control,—at present has no control of ex. of receipts, 2,800; sees to cancellation of Dominion notes, but has no cognizance of stamps, 2801; certain accounts audited after payment, and mode of remedy in case of insufficiency of vouchers, 2-024; no reason hitherto to suspect fraud, 2805; issue of credits, 2807-8; credit system should prevail whenever disbursements are to be made by person receiving money, but no necessity to go farther, 2807-9; nature of duties of provincial auditors who report to him, 2810; superannuation system necessary, but Government not bound to make provision for widows and orphans—not in favor of permitting, or forcing civil servants to retire at a certain age, 2811-5; not advisable to relieve civil servants of payment of superannuation deduction, as done in Senate and House of Commons by order of Commissioners, 2816-24.

## MCLEAN, THOMAS, Chief Clerk of Toronto Custom House, evidence of. No. of Q., 685-93; p. 114.

In service since 1870; while acting assistant cashier up to December 1st, 1879, performed general duties but had nothing to do with cash, 685-6; has knowledge of work of office, and believes it efficiently done, but cannot answer question as to salaries, 687-8; approves of probation after examination, and promotion by merit, 689-90; chief clerk should have general knowledge of tariff so as to check entries, 691; explains present system of bonding warehouses, 692; system of "Sight" entries weakest one in Customs, system of "Prime" entries perhaps an improvement, 693.

## MCLEOD, ANGUS, Collector of Inland Revenue, Halifax, evidence of. No. of Q., 3092-106; p. 364.

In service for 12 years, 3092; division includes 8 counties, 3093; 5 excise officers and messenger, collectors of Customs act elsewhere, 3094-5; will have own warehouse by 1st Jan., 3096; takes precautions for preventing illicit distillation, 3097; employés in 3 classes, salaries not proportionate, 3098-100; ports of Halifax and St. John not included in circular respecting the testing of petroleum, 3101; does not visit outside offices, 3102; takes stock at the end of every quarter,

**McLEOD, ANGUS—Continued**

3103; attendance from 9 30 to 4 o'clock. 3104; outside officers keep diaries, 3105; sends deposit receipts with entries, and statement of deposit to Ottawa about three times a week, 3406.

**McMILLAN, J., Inspector of P. O., New Brunswick, evidence of. No. of Q., 3257-68; p. 377.**

In service for 13 years, 3257; superintends whole postal service in New Brunswick, 3258; 20 clerks including R. K. mail clerks, appointed by Govt. without ex., 3259-60; present system of appointments work exceptionally well in his dept., 3261-2; difficult to remove inefficient officer, 3263; favors first ex. before independent board, with probation, 3264; promotions not based on seniority, 3265; looks into discipline of offices, and deals with irregularities, 3266; no serious defalcations of late, 3267.

**MECHANICAL SUPERINTENDENT OF ENGINEER.—See Public Works.****MESSENGERS.—See Civil Service, evidence of J. N. Deslaurier.****MEWBURN, T. C., Inspector of Customs, evidence of. No. of Q., 2158-2238; p. 253.**

In public service since 1840, inspector in 1876, 2158; inspects between 60 and 70 places from west of Kingston to Prince Arthur's Landing, and can as rule perform duty, but last year in charge of Toronto with acting collector—generally inspects all once a year, and large ones three months or oftener—perhaps period too long, 2159-61, 2186, 2221; no definite printed instructions, is doubtful as to his authority, 2162-3; has met with irregularities and reported them, but no loss to Government, 2164, 2176-7, 2180; discipline not carried out as it ought to be, 2165; officers suspended and dismissed, 2167; inefficient men kept on through political influence, and system would be improved if new appointments made on merit, proved by ex. and probation, 2168-70; appraisers differ very considerably, and advisable to adopt New York Customs' system, 2171-4; more uniformity in keeping books necessary, 2175; cashiers should give security like other officers, 2178-9; system of keeping accounts modified lately to guard against irregularities, 2181; private warehouses convenient, but liable to abuse, and advisable to have Government buildings in larger cities, 2182-4; explains mode of inspection, 2185; inspects ports with surveyors with same care as where no such officers exist, 2186; checks all goods in warehouse with landing waiter or locker, and has discovered discrepancies which have been made good, and have arisen from carelessness and ignorance on part of officers, who have been severely reprimanded, 2188-91; in taking stock of goods in warehouse accepts marks on packages, 2192; does not generally test or gauge spirits in warehouse, 2193-4; no benefit to change collectors from port to port, but would do so in case of surveyors, landing waiters, appraisers at certain places, and all officers might be changed as vacancies occur, 2196, 2211; smaller outposts no benefit, 2197; practice of paying landing waiters for extra services objectionable, 2198; rules and regulations respecting seizures, 2199; keeps diary, from which memorandums are sent to dept., 2200; generally gives written instructions with collectors or officers, who are anxious as a rule to get such assistance, 2201; present method of making appointments bad, 2202; unfit men often employed, and service might be performed with smaller number, if all efficient, 2203-4; service fairly performed in district, but some officers not efficient, 2205-6; predecessor did not furnish him with record as to efficiency of staff, but such record necessary, 2207-10; definite rules of instructions to all inspectors necessary, 2212-3; from 10 to 15 officers incapacitated from old age, &c., 2214; eight appraisers in his division, 2215; duties of officers only defined according to book of instructions, 2216; has recommended increase of pay, and recommendation sometimes acted upon, 2217-8; political patronage impairs efficiency, and merit should be recognized by promotion and increase of pay, 2202, 2219-20; in case there is necessity to amend a particular act, discuss it with collector, and if an issue arises between them, reports matter to dept., 2222-5; has power to suspend a collector, 2226; not sure that he has power to interfere with appraisers as to valuations, collector can only submit matter to the dept., 2227-9; warrants for delivery of goods kept by landing waiters as vouchers, but better if delivering officer signed them and afterwards hands them in to surveyor or other superior outside officer, 2230-2; in some warehouses goods kept very distinct, and no difficulty in checking them, necessary to do this to prevent frauds, 2232; never received instructions as to inspecting work of registrars of shipping and measuring surveyors, 2234; ten or twelve classes of uniform entries, 2235; sight entries useful, but they should be made out a "regular" entry, and when proper amount is known let proper refund be made from Ottawa, 2236-8.

Letter submitted from him, suggesting that collectors at different ports be furnished with rulings of Customs Dept., monthly, p. 239.

**MILITIA:**

Annual appropriation now some \$750,000, *Macpherson, Col.*, 188-9; *Panet, Col.*, 402; 92 cadets in Military College, (see *Kingston Military College*) 1195-5; district commandants responsible for arms and accoutrements, 1195-7; staff inside and outside reduced to minimum, and efficiently and economically conducted, 1198; one or two officers might be superannuated, but staff efficient, *Panet, Col.*, 351-7; but in all cases promotion by seniority would not give best officer, 358, 365; 24 employes in inside branch, 415; no temporary clerks, 417.

Appointments made by Order in Council on Minister's recommendation, *Panet, Col.*, 362-5.

Deputy Adjutants General, Brigade Majors, and military storekeepers, permanent officers, *Panet, Col.*, 369-72, 374; their duties defined, 404-7, 412.

Respective duties of Adjutant-General and Deputy Minister explained, *Panet, Col.*, 398-401, 416; *Powell, Col.*, 483.

No officers in inside service engaged in other occupations, but paymasters outside not compensated for whole of time, *Panet, Col.*, 394-6.

Twelve districts in all, with Deputy Adjutant-General and Brigade Majors, *Panet, Col.*, 403-5; strength of active militia, 44,742 actually reduced to 36,111 officers and men, 409; expenses of smaller and larger districts compared, *Powell, Col.*, 504-5.

Duties of Inspectors of Artillery defined, *Panet, Col.*, 407.

**MILITIA—Continued.**

State of discipline in Militia Dept. good, *Panet, Col.*, 424; penalty for breaches, 425-9.

All clerks in Adjutant-General's Dept. governed by rules of C. S., but in active service officers qualify by examination for promotions, board of examiners quite independent of political or departmental influences, *Powell, Col.*, 485-6; appointments made by Order in Council on recommendation of Minister, 484; competitive examination to certain extent beneficial in dept. as certain technical knowledge is necessary in some cases, 492-3; practice as to promotions and increases of salary same as applies to C. S. generally, 496-7; two outsiders appointed of late years as no one in inside service to perform duties, 500-1; certain officers have to travel and travelling expenses, 500-6; practice in dept. to require report as to efficiency of a clerk before promotion, 501.

Check over expenses and storekeepers, *Panet, Col.*, 410-11.

In store branch thirty persons, not too many, efficient, appointed generally by Minister, *Wily, Col.*, 1162-63, 1180; one employed in outside occupation, 1171; salaries not all proportionate to duties, 1170; duties of clerks, 1173-4; approx. value of stores, \$2,000,000, 1175; stock taken once a year, 1172.

Memorandum on Organization of Dept.—See *Appendix U*, p. 496.

**MONEY ORDERS**,—See *Post Office*.

**MONTREAL CUSTOMS**,—See *Kavanagh, H.*; *Lewis, J.*; *Simpson, W. B.*

**MONTREAL POST OFFICE**,—See *Emery, M.*; *King, E. F.*; *Lamothe, G.*

**MORROW, JOHN**, Toronto, Collector of Inland Revenue, evidence of. No. of Q., 763-93; p. 121.

In service since 1863, collector since 1872; jurisdiction includes Toronto, Counties of York, Peel, Ontario, Simcoe and part of Halton, his duty to survey manufactories monthly when possible, supervise officials, &c., 763-5; has 3 inside and 20 outside officers, mostly efficient, but not sufficient for work, as tobacco factories and malt houses often require one officer to each, salaries are proportionate to work, business of excise has outgrown somewhat capacity of some men long in service, 766-8; some qualifications as to character, education and administrative capacity should be demanded from candidates before appointment,—in outside service men under 22, in inside service younger men of 18—officer who would pass best examination generally most deserving of promotion, 769; discipline good, and no occasion heretofore to exercise disciplinary power, 770; keeps only private book of good or bad conduct, 771; if an officer promoted to higher class should, after examination, prove unfit, his salary could only be reduced by Order in Council, but he might be sent back to original work, 772; in properly ruled cash book makes entries of all cash, which is closed daily about one o'clock, and balanced, then purchasers draft in favor of Receiver General for amount, which draft is entered on red side, 773; receipts given for every cent received, and each consecutively numbered, &c., 774; in case of vacancy in higher positions has officers competent to fill them, 775; so far as work is valued in excise, officers paid according to their value, but salaries of 1st and 2nd class not efficient considering duties and responsibilities, highest salary of special class excisemen being \$1,000, 776; collector of important inland revenue division should have practical general knowledge of all manufactures subject to excise, and in case outsider appointed not acquainted with work, whole division likely to become demoralized, 778-9; deputy collector is conversant with correspondence and business of division, occasionally takes outside survey, &c., 780; part of collector's duty to take precautions to prevent illicit manufacturing—information on such matter generally comes from outside parties—special officers immediately sent with writ of assistance—illicit distilleries found generally in large swamps and ravines, &c.—this part of service dangerous, 781-2; office hours from 9 a.m. to 4 p.m., but practically till work completed, in outside service from 8 a.m. to 6 p.m.—finds by enquiry at factories and by diaries whether officers on duty,—diaries kept and very useful, 783-5; distillery business injurious to health of officers, not so injurious in tobacco factories, 786; advisable if provision were made for families of excise officers by Government by way of gratuity or annuity, 787; present system of keeping books, &c., tends to prevent peculation and defaults, 788; stock taken monthly in bonded warehouses (except in case of malt) by collector or deputy, 790; stock in warehouse should correspond with balance on ledger in quantity, marks and numbers 791; all quantities of spirits in division calculated by weight, and appears to him most accurate way of calculation as he explains at length, 792; efficiency and capacity of an officer correctly ascertained by proper examination, 793.

**NETTLE, RICHARD**, elected at a meeting of clerks of Inland Revenue to represent them and make suggestions. See *Civil Service*. *Elimination of representatives of clerks*.

**NEW YORK POST OFFICE**, Rules of, See *Appendix V*, p. 498.

**PAGE, JOHN**, Chief Engineer of Railways and Canals, evidence of. No. of Q., 2372-85; p. 274.

About 39 years in service, 2371; duties including designing and executing public works, 2374; engineering staff generally named by himself, superintendents of canals by Government, Minister consults him on appointing man in charge of works of construction—sometimes sup. of canals not very suitable, 2375-6; probation not always of value, but most advisable to appoint men familiar with public works from beginning, 2377; five or six clerks compose his staff, 2378; best school found in actual working of branch, as duties are professional, 2378-81; men should all be trained before coming into service, 2382; salaries in outside service determined frequently by himself, 2383; none of his officers on permanent staff, as it is not necessary, 2384; public works in progress, 2385.

**PANET, LIEUT.-COLONEL**, Deputy Minister of Militia and Defence, evidence of. No. of Q., 349-429, p. 83.

In present position since 1874, 349-50; no larger number of offices in outside and inside service of dept. (without exception) than required for efficiency, 351-4; one clerk in inside service ill and

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- Mode of asking for contracts by advertisement, *Braun, F.*, 2359; tenders kept under lock till taken to the Deputy, 2360, 2362.
- Cost of advertisements in one year in 253 newspapers, \$24,744.72, *Braun, F.*, 2361.
- Certain employes do not pay superannuation tax, *Braun, F.*, 2365.
- Mode of dealing with appropriations voted by P. for various works and services of dept; system requires time to carry it out, *Bain, J.*, 2367-72.
- Works in progress under Chief Engineer of Canals, *Page, J.*, 2385.

REGISTRARS OF SHIPPING.—See *Customs; Marine and Fisheries.*

ROBINS, PAUL M., Chief Clerk and Accountant of Inland Revenue D., evidence of. No. of Q., 1670-1780 ; p. 204.

In service for twelve years, 1670; in inside service, appointments made by O. in C. on Minister's recommendation, but in outside excise service solely by Minister probationally, and conditionally on candidates passing an examination, in W. and M. branch, app. by O. in C., on candidate passing ex., &c., subjects of ex. stated; men paid off with gratuity when they fail to pass, such ex. has effect of securing better men, 1671-4; appointees allowed several months in which to prepare themselves, and ex. as rule half yearly, 1675-6; C. S. Act of 1868 not applied to dept. so far as respects ex., 1677; clerks appointed to inside service sometimes turn out unfit, but no cases of dismissals to his knowledge, 1678-80; men in dept. can all be made useful, 1681; competitive ex. with probation best means of securing efficiency, and preferable to pass ex.—tribunal should be free from political influences, 1682-4; outsiders at times placed over heads of officers in service which creates dissatisfaction, 1685-6; promotion by merit would stimulate public servants, 1687; no difficulty so far in finding men in lower grades to fill higher positions, 1638; deputy head often consulted as to appointments or promotions, 1689; promotions should be made on deputy head's recommendation, 1690; with better class of men work could be done with lesser No., 1691; man appointed through political influence apt to look to that influence rather than to his own merits for promotion, 1692; just as important to have ex. for promotions as for original appointment, and competition should be open to whole service, 1693-4; promotion should be based on seniority and merit, 1695; ex. should be limited to duties required in vacant position, as now done on excise ex., 1696; one man in inside service incompetent from age, 1697; outside officers furnished with copies of law and regulations, and departmental instructions conveyed by circular, 1698; staff of dept. could not be reduced by more than one, 1699; work of dept. outside well performed, but lack of diligence on part of some of inside staff, 1700; such men occasionally admonished, 1701; regular record of manner of discharging duties useful, 1704; one man in inside service receives amount in addition to salary, because performing higher work than properly devolves on him,—in outside service, officers, exclusive of inspectors, entitled to share of proceeds of seizures, 1704-5; many higher class excisemen underpaid, 1706-9; no officer overpaid, 1709; salaries sometimes given by seniority and merit, and sometimes not, 1707; increase should be confined to lower class and only for good conduct, and for higher classes salary should be graded according to importance of duties, 1708; in favor of temporary clerks for special occasions, to be dismissed when work is done,—at present extra clerks really permanent, 1710; many officers in outside and inside service require technical knowledge, and appointed same way as others, 1711-2; technical knowledge can be ascertained by suitable ex., 1713-5; such officers must also possess qualifications for ordinary clerical duties, 1714; attendance book regularly signed, 1716-7; pecuniary penalty for absences advantageous, 1718; average leave of absence three weeks, and in case of illness doctor's certificate, but clerk's word often taken, 1719; one officer (himself) engaged in outside business, but not so as to interfere with departmental duties, 1720; in outside service, numerous cases of suspension and one case at least of loss of pay, such suspension by collector or district inspector who reports case, 1721-2; system of keeping books, returns, cash, of a nature to prevent peculations, 1723; manner of accounting for and check over collections for revenues, dues and penalties in outside offices, 1724; system of accounts such as to readily detect any gross misstatement, 1725; as soon as mail brings draft and accompanying entry papers, it is seen whether amount deposited correctly represents collections it purports to represent, 1724; revenue of dept. from excise, canal tolls, hydraulic and all other rents, 1727; means of knowing nature and quantity of goods stored in bonding warehouses connected with outside service, 1728; check over manufacture of goods subject to Inland Revenue duties, 1729; goods allowed to remain in warehouse two years under one bond, but they may be rebonded, 1730; books close every day at one o'clock, while office remains open for business until four, and system works well, 1731; books never inspected by Auditor, 1732; no moneys paid without voucher, 1733; outside officers visited and accounts inspected once in three months by district inspectors, 1734; collectors alone answerable for moneys in districts, 1735; defalcations have occurred to amount of \$25,000, but considerable part recovered, 1736-7; inspectors in most cases answerable for want of proper surveillance, 1738; all employés of excise, and others engaged in collection of money, give security—Guarantee Co. bond not required, 1739; average amount of seizures \$4,000 or \$5,000 a year, and distribution by Order in Council, 1740; cost of collecting each of several branches of Inland Revenue, during past four years, 1741; system of distributing stamps, in case of bill stamps no one but those licensed permitted to sell them, law stamps of Supreme Court furnished to registrar, all stamps procured from Montreal Bank Note Co., 1742-7; dept. placed in funds by letter of credit, expenditure by cheque with one or two exceptions, sums accounted for to Auditor-General by monthly statements in detail, supported by vouchers, 1748; official cheques of dept. signed by Commissioner or Asst. Commissioner or chief clerk, not necessary to have such signed by two officers, 1749-50; uniformity of cheques for all depts. might lead to some confusion, 1752; uniformity of system of book-keeping and payments desirable as far as practicable, 1753; credit system of placing dept. in funds and disbursing same, just as required, 1754; statistics prepared in dept. by entry of each entry paper in tabulated books and occupy full half staff, and work essential to a proper check on collecting officers, advantageous to have such statistics prepared at head office, 1755-8; if business largely increases, no difficulty in carrying on same system with suitable increase in staff, 1759; largest part of travelling expenses incurred by Excise officers in supervising factories, and actual expenses paid, 1760; no extra pay for after hours' work, 1761; officers in dept. have had to perform duties of superior officers absent on public duties and paid therefor,—in one case absent officer received \$1,400 or \$1,500 for six months' service in addition to salary—clerks received no additional pay for extra services in dept.,

ROBINS, PAUL M.—*Continued.*

1723-4; practice is in outside service to pay officer performing the duties difference between his salary and that of officer whose place he supplies, in addition to his regular salary, but in inside service officer receives nothing, 1765-6; in favor of giving extra work and pay to clerks of dept., 1767; an Order in Council requires clerks to work extra hours without extra pay, 1768; no difficulty in getting returns ready long before meeting of P., 1769; preparation of returns called for during session could be more speedily and economically made by clerks in dept., 1770; Superannuation Act fairly administered, but should be amended so as to include life insurance,—tends to produce economy and efficiency, 1771-9.

ROSS, THOMAS, Accountant of Contingencies, evidence of. No. of Q., 2036-53; p. 240.

In 42nd year of service, 2036; states in detail character of contingencies under 31 Vict., c. 35, subscriptions to newspapers, purchase of books, &c., extra clerks to extent sanctioned by C. S. Act, &c., 2037-8; several depts. pay more or less for items included under contingencies, 2039; would refuse to pay account not charged against contingencies, 2040; in many particulars spirit of Act broken till Auditor's appointment, 2041-2; accountable to Auditor and sends him monthly accounts, 2043; formerly applied to Finance Minister for funds for expenditure, 2044; when in doubt goes to Auditor, 2045; Stationery Office saves at least \$100,000 a year, 2046; charwomen and laborers employed in cleaning depts. paid by him, and men appointed by himself on recommendation of members to Ministers, but women now appointed under control of Secretary of State, 2047; these services cost \$1,000, whole payments for contingencies about \$10,000 a month, 2048; all first appointments should be young men, and prizes reserved for most worthy men in service, 2049; stationery paid by stationery clerk, printing accounts by Auditor on weekly estimates, and these items charged against vote for contingencies, 2050-1; superannuation might be extended to provide limited annuities to families of deceased civil servants, Act might also be amended so as to give Govt. power to consider individual cases, 2052; present system of paying departmental contingent accounts simplifies matters, 2053.

ROSS, W., Collector of Customs at Halifax, evidence of. No. of Q., 2997-3042; p. 353.

In service for six years, 2997; officers appointed by Govt., and has no power to remove them, 2998-9; one clerk unfit, 3000; employés designated by duties, 3001; best age for first appt. about 24, compet. ex. desirable before independent Civil Service Board, 3002-4; promotions and increases of salary by good conduct and ability, 3005; probation advisable, 3006; present system discouraging, 3007; staff not too large, but small reduction might be made if proper attention paid to qualification of first appointments, 3009; large amounts of work done in office not appearing in regular reports, 3010; more young men necessary in office, 3011; no official record of employés, 3012; officers doing same duties but receiving different salaries, 3013; various classes of entries, ex-ship, ex-warehouse, and sight entries, 39 bonding warehouses in port, 5 receiving or surference do., Govt. warehouses preferable, 3014-8; delivery and forwarding of goods, 3019-24; surveyor in sole charge of outside service, 3025-7; inspector of ports takes stock occasionally, and at uncertain times, 3028; inequalities in payment of employés at Halifax, as compared with other ports, 3029; discipline of office fair, but sometimes suspends, 3030; attendance book kept, 3031; mode of remitting cash receipts and keeping accounts, 3032-4; only one trifling defalcation in office, 3035; surety bonds renewed, 3036; registrar of shipping paid by salary, surveyor an outsider and paid by fees, 3037; preparation of statistics at Ottawa would allow him to dispense with three clerks, 3038; five outports, to ports without warehouses, and mode of checking them, 3039-40; only receives fees for bills of health, about \$10 a year, 3041; submits statement containing various suggestions in extension of his evidence; great object should be promotion by merit, length of service, competency for duty and general good conduct; building occupied by Dominion Service overcrowded; injustice not to extend regular increase of salary to Customs; compiling statistical returns at Ottawa would compel merchants to increase No. of entries; want of additional assistance at Halifax, such as appraisers; inferiority of salaries at the post; chief clerk should be commissioned; in general working of Customs great aim should be uniformity; when decision is given affecting one port, information should be given generally; statement of arrivals at port, and molasses and sugar entered; statement of excess of salaries in statistical office at St. John over those of Halifax, 3042.

RUEL, J. R., Collector of Customs, St. John, N.B., evidence of. No. of Q., 3159-94; p. 369.

Collector for 10 years, 3159; officers and collectors appointed by dept. in usual way, 3160; employés pay superannuation tax, 3161; obliged to retain all officers once appointed, 3162; all officers fairly fitted, 3163; clerks not designated by rank except chief clerk, 3164; additions of salary made, but not on a system, 3165; best age for clerks from 18 to 25, for outside officers from 25 to 40, 3166; appts. by ex. before independent authority and probation necessary, 3167-8; salaries at entrance between \$300 to \$500, 3169; staff not too large in service, but with different system smaller one would suffice, 3171; some officers not fitted for discharge of duties, 3172; 65 best superannuation age, 3173; attendance book and distribution sheet of work of outside officers kept, 3174; salaries on whole proportionate to duty, but exceptions exist, 3175; mode of keeping warehouses and goods not placed in bond, 3176-80; no system of forwarding goods by railway or otherwise in bond, and remedy suggested, 3181-2; tide surveyor supervises tide waiters, 3183; inspector of ports makes constant inspections, 3184; remits each fiscal week, 3185; no defalcations or losses in four years, 3180, 3187; acts as registrar of shipping without pay, 3188-9; preparation of statistics at Ottawa would reduce business of office, 3190; evils arising from numerous small outports, and requisite remedy, 3191-2; administration of affidavits, 3193; recommends limiting private warehouses and establishment of public bonding warehouses, also set of rules for government of Customs Houses at large ports, &c., 3194.

SALARIES.—See *Civil Service.*

SAVINGS BANKS.—See *Post Office.*

SCHREIBER, COLLINGWOOD, Chief Engineer Pacific R.R., evidence of. No. of Q., 2722-44; p. 306.

States nature of his duties, 2722-3; employés appointed by Minister with exception of chief supts., appointed by Order in Council, 2724; enquiry made as to capacity and experience of men, and if not competent after probation, removed or reduced in position, 2725-7, 2737; employés contribute to superannuation fund, 2728; competent officers are and should be promoted for merit as opportunity offers, employés requiring technical knowledge tested by probation, 2729-33; employés on Intercolonial R.R. at monthly salaries, 2734; on larger railways, promotion according to merit, 2735; some young men broken down on road, 2736; staff efficient and not too large, one man does no service, 2738; insurance fund, to which employés contribute monthly, 2740; Govt. promised to contribute, 2741; provision for widows and orphans, by system of accident insurance, advisable, working of road might contribute to such a fund, 2742-3; only persons paying superannuation are employés appointed by Order in Council at yearly salaries, others have applied, 2744.

SCOTT, T. S., Chief Architect, Public Works, evidence of. No. of Q., 1986-2011; p. 235.

In service since 1871, 1986; controls all local architects, clerks of works, and 16 persons in inside service; duties of officers technical, some appointed by Minister, others by himself, no enquiry as to moral character; staff generally good, but exceptions 1987-91; wishes to reclassify staff; architects on outside service, with two exceptions, paid by commission on cost of buildings, 1992; preferable to have officers permanent on inside staff; does not recommend it in case of outside architects, 1993-4; mode of paying staff, 1995; no practical difficulty in testing fitness of officers by ex., 1996; man who gets most marks not always best officer, 1997-8; in testing qualifications of men, would examine them as to practical work, drawings and experience in public and private works; ex. should be suited to duties to be performed, 1999-2000; cost of heating public buildings reduced to min.; proposes to reduce size of burners in Parliament B., 2001; travelling expenses, 2002; mode of dealing with estimate or account certified by himself; process occupies eight days and causes loss to parties, and better system might be adopted, 2003-5; progress estimate certified by local architect, and checked in his (Mr. Scott's) office, and sometimes referred back, 2006-8; recommends advances to contractor in cases of delay caused by referring back estimate, 2009; inside staff efficient and not too large, 2010; officers continuously employed should be included with those who pay superannuation, 2011.

SEELEY, W., Dominion Auditor for New Brunswick, evidence of. No. of Q., 3311-20; p. 382.

Seventeen years in service, 3311; defines duties, 3312; countersigning cheques only check on letters of credit, 3313; has no control over expenditure for which cheque is given, 3314-5 never sees vouchers, system of audit not good, 3316-8; countersigned about \$178,000 last year, 3319; his auditing has prevented errors, 3320.

SECRETARY OF STATE, DEPARTMENT OF.—See *Langevin, E. J.*

SHERWOOD, G. M.—See *Civil Service. Examination of representatives of Clerks.*

“SIGHT” ENTRIES.—See *Customs.*

SIMPSON, W. B., Collector of Customs, Montreal, evidence of. No. of Q., 981-1001; p. 142.

No addition to salary in shape of fees, save for bills of health which do not exceed \$10 a year, but thinks he should be indemnified for losing position of shipping master, 984; all permanent appts. made by Govt. through Minister of Customs, supernumeraries on recommendation of Members of Parlt., &c., applicants passing ex., 985; no probation necessary before confirmation of appts., 986; portion of staff efficient, but some not so, requires a clerk with knowledge of Spanish and German, unfit men pushed in through political pressure, 987; no regular system of promotions, vacancies generally filled up from outsiders, 988; to enforce discipline exercises personal influence, reports to dept. cases of delinquency and suspends, recommends fines, 989; cash received by cashier and assistants, 990; check over receipts is surveyor's and chief clerk's cash books, but particularly cashier's daily statement to him, which is checked with bank receipts in favor of Receiver-General—such checks being quite ample, 991; deposits made every day in Bank of Montreal, but in reality receipts of one day, although placed there same day, not deposited till next day, being in meantime simply placed in vault for safe keeping, 992; certain special funds as wharfage, &c., deposited to collector's credit and chequed out in favor of corporations for whose accounts moneys were received, 993; accounts rendered monthly, quarterly, semi-annually and annually, 994; correspondence carried on by himself and corresponding clerk, 995; caretaker and wife (housekeeper), and engineer with family, reside in building, and are allowed fuel and light, 996-7; stationery obtained by application to dept., light from Gas Co., miscellaneous on permission from dept., but in certain contingencies assumes responsibility,—refers in this connection to heavy item of water, which is largely in excess of what it should be, has a stationery office in charge of one clerk, who gives out articles on his order, 998-9; no defalcations, 1000; some employés give security but great majority do not, all should be under bonds, cashier and assistant now give \$20,000 each, jointly with two sureties, 1001.

SINCLAIR, R.—See *Civil Service. Examination of representatives of Clerks.*

SMALL, H. B., First-class Clerk and Accountant of Dept. of Agriculture, evidence of. No. of Q., 1484-99; p. 185.

Thirteen years in service, attends to general correspondence, receives and checks all accounts, issues cheques for same, certifies correctness of pay-list of outside staff, &c., 1484-5; attendance book regularly kept, 1486; cannot say if any penalties attached to breaches of discipline, 1487; no clerks to his knowledge engaged in outside business, 1488; system of accounts same as always, except abolition of credits on various Provinces, 1489; deputy head, and in his absence, secretary or chief clerk signs official cheques, 1490; at commencement of each fiscal year credit for current expenditure on Montreal Bank applied for to Finance Dept. against which cheques are drawn, and monthly statement of expenditure is laid before Minister, deputy and secretary, 1491-2; advances only made during current quarter to outside agents on requisition from them, and all accounts sent by such have to be certified by them and examined by

SMALL, H. B.—*Continued.*

himself, 1493; credit system in dept. works well, 1494; departmental travelling under Ministerial orders and accounts rendered in detail for actual expenditure and not a *per diem* allowance, foreign special agents receive actual travelling expenses, not above \$4 a day, besides special expenses of printing, advertising, 1495; no statement sent monthly to Auditor General to reconcile differences between balance at credit, departmental letter of credit account with bank and that shown by books, 1496; no stated inspection of each agency, but visited occasionally by Deputy, or Secretary, 1497; dept. has had exceptional work and expenditure in connection with Philadelphia and other exhibitions. 1498; does not prepare statistics of dept., 1499.

SMITH, W., Deputy Minister of Marine and Fisheries, evidence of. No. of Q., 2822-97; p. 317.

In public service of Canada for thirty-eight years, 2822; states organization of dept., Fisheries, Finance, Registry and Measurement of Shipping, correspondence and general business, engineering matters, presided over by officers, 2823; C. S. Act not observed in respect to appointments, 2824; open competitive ex. by authority, independent of Govt., desirable, in order to avoid political influences,—employés to be graded on one general list,—promotion in service,—employés might be advantageously moved from one dept. to another,—extra writers to be employed in emergencies at fixed rates,—in outside service, officers might be promoted from one port to another,—No. of grades might be reduced and simplified,—best age from 18 to 22 years,—promotion and increase of salary according to merit and length of service,—report of superior officer necessary,—as a rule seniority rather than character of work should regulate salary, 2825-35, 2849-50, 2888; higher appointments might nearly all be filled by persons in inside or outside service, 2836-7; inspectors and collectors of Inland Revenue, &c., should be removed from port to port. 2828-40; present staff of dept. efficient, and not sufficiently large, one of the clerks in poor health, 2841-2; salaries not proportioned to work, 2843; one female clerk employed as translator, most efficient, 2844; advantageous to have knowledge of the two languages, 2845; not in favor of annual increases. 2846; increase of work easily provided for by employing extra clerks, 2847-8; deputy heads should not receive additional amounts in exceptional cases, and none higher salaries than others. 2851; duties connected with registration of shipping require technical knowledge. 2852; work of Customs clerk in any moderate-sized port not less valuable than that of clerk in inside service, and in some cases performs more valuable service, 2855-4; attendance book kept, discipline good, can suspend in absence of Minister, favors imposition of fines, 2855-7; no official record kept in department, but a confidential record necessary, 2858-61; employé charged with neglect of duty should have knowledge of fact in writing. 2862; no injustice for collector of Customs to give confidential reports of staff under him, 2864; change in mode of registration has not increased work or responsibility, 2865; registrars and surveyors appointed as Minister of Marine considers necessary, 2866; objectionable to appoint registrars of shipping at small ports. 2867-8; better not to have so many small ports of registry, 2869; much extra work entailed by collector being registrar of shipping, 2870; registry work increases with number of ships, which kind of business requires thorough knowledge of Registry Act, 2871; Marine Dept., leaves it to collector of Customs to arrange for clerical assistance, 2872; registrars not held liable by Marine dept., but person suffering damage has legal remedy against registrar, 2873; fees, 20 cents for inspection, and 24 cents for abstract, which go to Government, 2874 6; Marine Dept. pays no remuneration to Registrars for registration of shipping, 2877 8; inspectors of ports not called on to inspect registrar's books, 2879; part of collector's duty to carry out certain provisions of Steamboat Act, and he is held responsible for neglect, 2880-2; Superannuation Act tends to efficiency of service, officials should have option of retiring at 65, no power should be given to Government to add to ordinary superannuation allowances, 2883-6; ex. for promotions for technical duties no improvement, 2889 90; further explains reasons for employing extra clerks at need, 2891-6.

St. JOHN CUSTOMS.—See *Cudlip, J. W.*; *Gerow, S. E.*; *Matthew, G. F.*; *Ruel, J. R.*

St. JOHN POST OFFICE.—See *King, S. J.*; *McMillan, J.*; *Woodrow, J.*

STATUTES, DOMINION.—See *Chamberlin, Lt.-Col.*

STEWART, J. C., Superintendent of Savings Bank Branch, evidence of. No. of Q., 278-329; p. 78.

Twenty-five and a half years in public service, 279-280; number of clerks in branch not more than exigencies of service may require, 281-2, 285; salaries paid to clerks not always proportionate to work; several in office not in vigorous health, but still equal to ordinary work, 284; has no means of ascertaining whether examination of candidates is enforced under Act, 286; from 16 to 20 average age of entrants, 287; might dispense with one or more clerks in training if a competent additional clerk could be obtained at any time out of a number passed on examination and at disposal of C. S. Board, 288; should not care to confide exclusively in a young man's integrity and fitness on examination alone, 290; abolition of patronage would tend to greater efficiency, 291; clerks work extra hours without expecting extra compensation or assistance, 294; a competitive examination advisable and no difficulty in framing a schedule of subjects for examination so as to test a man's fitness, 293-7; promotion according to qualification and merit best key to efficiency, 298-9; report of clerks' immediate superior best method of determining merit as to promotion, 300; some, not all, clerks in his branch generally qualified for promotion, 301; no officers or clerks employed in his branch in outside business or as municipal officers, 303; clerks in his branch receive now no compensation for extra work, though allowed in Customs Dept., 304. See also *Appendix A.*; desirable to have regular and extra work distinctly specified, but same rules could not apply to all depts. alike, 306-308; employment of extra writers in his office without prospect of subsequent permanent employment only waste of time, 309; no unnecessary duplication in manner of keeping accounts, 310; sees that employés attend regularly, and has no complaints to make, 311-2; makes returns of business once a month to Deputy Minister of Finance, 313; outside Savings Bank business done by Postmasters well done, 315; they receive commission of one-quarter of one per cent, on deposits, while in larger cities

STEWART, J. C.—*Continued.*

salaries cover this service, except in London and Kingston where the postmasters receive one-tenth of one per cent. up to certain amount, whole commissions amounting to \$4,583.75 in 1880, 316-17; P. O. must be Money Order office before postmaster can undertake Savings Bank business, 318; meets but rarely with defaulting postmasters, 319; \$6,100 lost in 13 years through default of one postmaster, and Government has recovered nothing from securities, 320-1; postmasters should give guarantee bonds, 322-3; sums of money in depositors' pass books sometimes not accounted for but as a rule satisfactorily explained, 324; all cheques issued in repayment of deposits payable to depositor in person, 325; only two cases of successful personation of depositor, though many attempted, 326; pass book contains depositor's name and signature, which is English system and an advantage, 327; law does not require accounts of P. O. Savings Banks to be kept so as to show loss or gain to consolidated revenue, but has himself kept such a statement 328; the money costs Government 4½ per cent, including interest to depositors and all expenses, 329.

STORY, JOHN D., Assistant Inspector, P. O. Halifax, evidence of. No. of Q., 3083-91; p. 363.

In service since 1869, 3083; nature of duties, 3084; 4 clerks on staff, 40 R.R. mail clerks, usually appointed as temporary, and made permanent clerks on Inspector's report, 3086. compt. ex. before independent board desirable, 3087; promotions by merit and seniority, 3088; smaller grades for inspectors' offices recommended, 3090; no losses of consequence for some years, 3091.

STUART, LT.-COL.—See *Civil Service. Examination of representatives of Clerks.*

SULTE, B.—See *Civil Service. Examination of representatives of Clerks.*

SUPERANNUATION.—Present system has tendency to produce both efficiency and economy, *Griffin, W. II.*, 195-200; *Panet, Col.*, 420; *Dewe, J.*, 467; *Johnson, J.*, 1416-8; *Dennis, Col.*, 1643; *Robins, P. M.*, 1775; *Baillargé, F.*, 1952; *Courtney, J. M.*, 2589; *McDougall, J. L.*, 2811; *Smith, W.*, 2883.

Questionable, if possible to combine system of life insurance with Act, though a very desirable benefit to obtain. *Griffin, W. H.*, 205; *Johnson, J.*, 1419-20; if optional such insurance very desirable, *Wicksteed, H. A.*, 237-9; advisable to amend Act, *Dewe, J.*, 468; Act now operates unjustly since in case of sudden death wife and children get no benefit from it, *Dennis, Col.*, 1607, 1641-2; Govt. not bound to make such provision, *McDougall, J. L.*, 2811.

Not practicable to combine with Superannuation Act a plan for giving annuity to widows and children of deceased officers of C. S., *Griffin, W. II.*, 202-4; *Ross, T.*, 2052; a boon to service but great expense and trouble to Government, *Wicksteed, H. A.*, 236; such system possible without loss to revenue, *Johnson, J.*, 1421; such plan advisable, *Dennis, Col.*, 1607; *Robins, P. M.*, 1776; *Toller, F.*, 2654; such system should be compulsory, based on average salary, and extended to death or re-marriage of widow, and up to majority of youngest child, *Brymner, D.*, 2076-9; Government should bear cost of superannuation altogether or some equivalent provided for wives and children, *Chamberlin, Col.*, 2315; employes should contribute to fund for that purpose, *Tims, T. D.*, 2721.

Act should be amended so as to take into consideration individual cases, *Ross, T.*, 2252.

Employes should not be permitted to demand sup., *McDougall, J. L.*, 2812, 2815; men should not be compelled to accept sup on reaching a certain age, *Trudeau, J.*, 2461; *McDougall, J. L.*, 2813; should leave at 65, *Smith, W.*, 2884-5; officers should not be obliged to contribute, *Tims, T. D.*, 2721; Government should not be relieved, *McDougall, J. L.*, 2816.

Entrance of officer at 50 years, subject to Sup. Act, has no injurious bearings on service, *Wicksteed, H. A.*, 240.

Certain military storekeepers do not participate in benefits of Act, *Wily, Col.*, 1178-9; nor Deputy Adjutants General, or Brigade Majors, but Adjutant General so entitled. *Panet, Col.*, 421-22; clerks in Adjutant General's office contribute to fund, 423; only certain officers of penitentiaries participate in benefits of Act, *Lash, Z. A.*, 2329, 2337; several in Department of Railways, *Braun, F.*, 2365; *Pottinger, D.*, 2650; in Public Works, *Perley, H. F.*, 1985; *Scott, T. S.*, 2011; *Harper, J. W.*, 2034; *Intercolonial R.R.*, *Pottinger, D.*, 2658; *Schreiber, C.*, 2744.

Officers, clerks and servants of Houses of P., no deduction from their salaries for sup. *McDougall, J. L.*, 2817-20.

Government should not have power to add to ordinary sup. allowance, *Smith, W.*, 2886.

Certain representative clerks from departments give evidence in favor of sup. system, and necessity for provision for widows and orphans by further reduction from salary. See *Civil Service.*

Statements prepared by each dept. See *Appendix H.—T.*, pp. 437-95.

SURVEYORS.—See *Customs.*

"SUSPENSE" ENTRIES.—See *Customs.*

SWEETNAM, MATTHEW, P. O. Inspector of Toronto division, evidence of. No. of Q., 507-540, 551-60; pp. 98, 103.

In P. O. since 1852, appointed in 1870 Inspector, 507; explains duties at length, to superintend generally P. O. and Mail Service within division, open new offices, investigate complaints, &c., has assistance of Asst. Insp. and 6 clerks, to do correspondence, &c., inspection of offices and other duties require absence from 10 to 12 days a month, 509; appointments to his branch by P. M. General after application to him,—as a rule persons not appointed for special qualifications, 510; would report an incompetent person, 511: not had too many on his staff, but decidedly advantageous if larger proportion educated men qualified to perform duties of office, experience in such work being very necessary, 512 515; ex previous to appointment advisable, at present no such test, 516; three of present clerks competent, others hardly so for higher duties, 517; salaries correctly adjusted to duties, 518; if one of better qualified men should drop out, man of slender qualifications might be appointed, but he would not necessarily take salary or duties, 519; one man on staff in poor health and might be superannuated, 520; in filling such a vacancy would ask for standing of candidate at competitive ex., next ascertain if he had experience in P. O. business, and would be chiefly guided by experience, especially in case of Inspector's



SWEETNAM, MATTHEW—*Continued.*

office, 521; system of promotion which would prevent unnecessary introduction of outsiders of benefit to service 522; clerks entering should begin at lower rank after ex and probation, but promotions should be for special fitness, 523; head of branch in which promotion is to take place should report to head of dept., 524; no record of zeal and fitness for promotion in his branch, but one of good or bad conduct forwarded periodically to Ottawa, 525; railway mail staff on whole efficient, clerks selected by P. M. General, present system not calculated to give best men as mostly appointed outside 526; increment of salary generally given as matter of course, clerks begin at \$400 and generally takes 12 years to become 1st class.—gives full statement of pay and classification, 527; difference in salaries of such clerks not necessarily indicating difference in duties, fair proportion of them might be made country P. M., not advisable to have service done by men all on same salaries, 528; prizes of service should be given for merit in service, 529; difficult to make railway service field for promotion from P. O.,—work now done under severe pressure, not so hard on some roads as on others, no provision for pension in case of accidents, but pay not stopped in case of temporary injury, two classes should exist to preserve practice of promotion for faithful service, 530-5; system of fines and penalties for misconduct, &c., advisable, 536; hours from 9.30 a.m. to 4.30 p.m., attendance book kept, 537-8; none of clerks engaged in other business, 539; system of superannuation useful, 540; could make no reductions in his own office, 554; discipline very good, is only necessary to take measures against tipping, and then fine recommended, 556; conduct return kept and sent monthly to dept., separate report to head on special case of misconduct, 556 7: competitive examination before appointment and probation afterwards beneficial to public service, suitable examinations during probation and before permanent appointments also necessary, 558-9; well educated young man more likely to make efficient clerk, 560.

TIDE WAITERS—*See Customs.*

TIMS, T. D., Financial Inspector, evidence of. No. of Q., 2635-2721; p. 299.

Twenty-two years in service, 2665; inspects offices of Asst. Receivers General with Savings Banks, general offices of Dominion R.R., 2666; political influences should be eliminated from appointments, preliminary ex. and probation advisable, 2667-71, 2674-7; incompetent men may come into service under present system, 2672; application should be made to head of dept. to which candidates wish to be attached, best age from 18 to 25, 2678; promotion upon merit favorable to service, 2679-82, 2690; outsiders appointed through political influence, 2683; competitive ex. with reference to work and coupled with probation would secure best men, 2684-5; not too many persons employed, one man in outside service of Finance Dept. not fitted to perform his work, 2686-7; present system of grading all wrong, service should be divided into 3 classes, system of annual increases should be abolished, 2688-9; system of supervision over head offices of Savings Banks efficient, but modifications in regard to country branches desirable 2691-2; with one competent assistant inspection could be efficiently performed, 2693-4; irregularities to extent of \$18,224.34 in Savings Banks, 2695-6, 2697; 46 banks altogether, 2696; organization of dept., as respects control over several branches of outside service not perfect, 2695; suggests changes for improvement of management of Savings Banks, 2699; total amount of deposits in Savings Banks, for 1879, \$11,434,933 20, max deposit by rule of 1877, at one time by one person, \$10,000; in 1873, Gov of British Columbia deposited \$100,000; largest amount held by one depositor, \$42,917.47; int. at 4 per cent., but none for less than month, 2700-3; no officers guilty of irregularities retained in service, 2704; books and accounts of Intercolonial R.R. generally in order, 2705; Accident Insurance Co in connection with Intercolonial R.R., 2706-7; gross collections of R.R. deposited to credit of Receiver General from day to day, 2705; method of inspecting railway accounts published in Auditor General's first report, 2709-11; not necessary for officer of Finance Dept. or Auditor General's Dept. to devote his whole time to audit of accounts of railways, 2712-13; check on periodical settlement between Intercolonial and other R.R. effected through Traffic Auditor of Intercolonial, 2714; payments on account of Intercolonial R.R. made at Ottawa chiefly limited to cost of rails settled for through English bankers 2715; \$3 50 a day and moving expenses when travelling, 2716; outside officers complain of not being placed on same footing as inside service, 2717; duties of auditor at St. John, N.B., 2718; existing staff of outside service not altogether efficient, 2719; duties assigned to auditors in Nova Scotia and New Brunswick might be consolidated with those of Asst. Receiver General, 2720; employes should contribute to widows' and orphans fund, 2721.

TOLLER, F., Finance Department, evidence of. No. of Q., 2612-54; p. 293

In service for 7 years, 2642; examination and probation advisable, 2643-4; ex before C. S. Commission as in England, 2645; best age from 18 to 19 26 6: promotion by seniority *cæteris paribus*, 2647; men in service to be preferred to outsiders, 2648; recommends change in grading, with max salary of 2nd class clerk not \$200 more than min. of first class clerk, 2650; had 11 years experience in banking, 2651; present system of keeping books in Finance Department might be simplified, 2652; man appointed to one particular class of service should remain in it till he reaches max. salary of that class by statutory increase of \$50, if he possesses qualifications for promotion to higher class, 2653; favors annuity to widows and orphans, 2654.

TORONTO CUSTOMS.—*See Douglas, J.; McLean, J.; Paton, R. G. A.*

TORONTO POST OFFICE—*Carruthers, J.; Paterson, T. C.; Sweetnam, M.*

TRUDEAU, J., Deputy Minister of Railways and Canals, evidence of. No. of Q., 2118-62; p. 277.

In service since 1859, has general charge of dept., 2418-9; no formal ex. for admission or promotion, appointments made by Minister on recommendation of citizens, and in most cases persons appointed on short trial, and effect of system not bad, 2420-4; preferable for men to enter service young and to have business experience, 2425-6, 2435-6; attaches most importance to probation, 2427-8; age of youngest employé since Confederation, 21, and of oldest, 39, 2426; inefficient

TRUDEAU, J.—*Continued.*

clerks sometimes appointed, and difficult to remove them, 2430-1; promotions by Minister, 2432; outsiders appointed, to discouragement of meritorious officers, 2433-4; important that engineers should see other than Government service, 2435; professional men employed generally during execution of works, and appointed by Minister on recommendation of chief engineer in charge, and salary fixed in same way, 2438-40; six classes of clerks, total number of officers and messengers in dept. 25, organization sufficient. 2441-3; official letters copied by press, 2444; knowledge of French and English valuable, 2445; duties of first-class clerkships should be clearly defined, 2446; annual increases valuable in case of good service, 2447-8; No. of staff, inside and outside, not too large, all fitted to perform duties 2449-50; salaries not absolutely proportionate to work, 2451-2; necessary to employ temporary clerks at times, 2453; salaries of such charged to works, 2451; appointed by Minister, 2455; paid for Sundays and legal holidays, 2456; hours from 9:30 a m. to 4 p. m., and kept in book. attendance good, 2457-8; allowances for travelling \$3 50 for inside officers, exclusive of moving expenses, 2459; no clerks employed in other business, 2460; not advisable to compel men to take superannuation on reaching certain age, 2461.

UNITED STATES CIVIL SERVICE, Bill to regulate.—See *Appendix W.*, p. 500.

UNITED STATES CIVIL SERVICE, Regulations.—See *Appendix D.*, p. 389.

VANKOUGHNET, L., Deputy Superintendent of Indian Affairs. No. of Q., 1608-40, 1656-69, pp. 199. 203.

In dept. twenty years, 1608; duties of officers in branch, 1609-10; no ex for admission or promotion, appointments generally through political influence, and injurious to service, advisable to have competitive ex. for admission. 1611-1, 1618-9; at head office no probation, but insisted on sometimes in outside service, such a system advisable, 1615-6; instances of unfit men discharged, 1617; prize appointments sometimes given to outsiders, in some cases injuriously to service, 1620-1; one or two Indian agencies where business is loosely conducted but measures in progress to remedy difficulty, which does not arise from educational deficiency, 1622-3; ordinary business education necessary, but French not absolutely necessary in all cases 164-6; idle or inefficient clerk could now be removed, 1628; promotion by merit beneficial, 1629; regular system of inspection of agencies in Manitoba. Keewatin and N.W.T., but not in older Provinces, 1630; means taken to show that Indians receive moneys intended for them, 1631; when Indians do not speak other language than their own, interpreter employed by agents, 1632; total number of Indians in charge, 103 367; where temporary aid required, advisable to employ extra hands, but not otherwise, 1634; salaries not fairly proportioned, and governed by U. S. Act, but certificate from superior officer and Minister's approval required, 1635-6; business of dept. must increase in cost and importance for years to come, 1637-8; organization might be improved by extension of inspection, with inspectors at headquarters, and constitution of three branches in dept., 1639-40; seven outside employés. from 54 to 69, competent men, 1653; better to give such men fixed salary, equal to average of their receipts hitherto, instead of allowing commissions, 1657; some officers paid annual allowance for travelling expenses in other cases actual expenses paid,—latter system best, 1658-9; no duties of technical character in dept., 1650; attendance book regularly kept, hours 9:30 to 4 p. m., 1652; leave of absence limited to three weeks, 1662; mode of obtaining funds and controlling expenditure, 1653-5; books never inspected by Audit Dept., 1666; revenues derived from sales of timber and stone on surrendered Indian lands in trust for Indians, 1667; two agents might be advantageously dispensed with, 1662, 1668; arrangement of offices in branch very inconvenient, 1669.

VINCENT, Jos. L., Inland Revenue, Montreal, evidence of. No of Q., 1044-56; p. 147.

Supervises all employés is responsible for money collected and correspondence, issues all licences, examines stock books of manufacturers as regularly as practicable, 1044; work pretty fairly distributed among 27 officers and clerks, 1045, 1051-2; work generally well performed, but certain duties connected with supervision of factories require special aptitude, 1046; deputy collector attends to his duties in case of absence, and supervises book-keeping, 1047-8; system of book-keeping controlled by dept. at Ottawa, 1049; promotions not always by order of merit, 1053; ordinary office work written up before leaving, 1053; staff generally efficient but several men not so, 1054; some work longer hours but not paid extra, 1055; salaries not altogether commensurate with duties and responsibilities, 1056.

WATTERS, T. J.—See *Civil Service. Examination of representatives of Clerks.*

WEIGHTS AND MEASURES:

Duties of Inspectors—

Toronto Division—*Bolster, E. J.*, 707-11, 719; *Piner, H. I.*, 735-41; *Bowman, J.*, 728-30.

Nova Scotia—*King, R. M.*, 3144-53; New Brunswick—*Wilmot, J. B.*, 3304-10.

Salaries of assistant inspectors, *Bolster, E. J.*, 715; hours of duty, 712, 728; *Bowman, J.*, 738; discipline good, *Bolster, E. J.*, 724.

Examination of inspectors and assistants as to qualifications, *Bolster, E. J.*, 720.

Better classes approve of Act, *Wilmot, J. B.*, 3305.

Weights not very inaccurate, but measures often so, *Bolster, E. J.*, 725; *King, R. M.*, 3150; *Wilmot, J. B.*, 3307.

Many weights and measures brought into ports without inspectors having been notified, and consequently Government lose fees and public lose protection of correct weights and measures *Bolster, E. J.*, 726-7; *Wilmot, J. B.*, 3308.

Effect of no regular inspection, *Bolster, E. J.*, 725; *Bowman, J.*, 635-6; *Piper, H.*, 737.

Suggestions for improvements of system, *King, R. M.*, 3152; *Wilmot, J. B.*, 3306.

WICKSTEED, H. A., Accountant of P. O. Dept., evidence of. No. of Q., 207-77; p. 73.

Forty two years in dept., 208; only knows of clerks brought to him as having been appointed, 209; rather short of officers, 210, 223; no officers a together unfit for duty, but health of one or two impaired, 211; one or two officers in dept. might be superannuated from failing health, 213; has no special knowledge of outside service, 212, 215; has many men fit for their work, but could not recommend all for promotion, and it might be necessary to go outside in some instances, 216-7; good system of examination prior to entrance would give suitable material, but imagines that is already done, if not. candidates are passed too easily, 218-9; system of promotion from grade to grade, and by merit, but sometimes men promoted without consulting him, 200; promotion does not necessarily change character of work, 221; promotion by merit key to efficiency, 222; makes monthly report on clerks in his branch, 224, 231; present system hardly gives proper reward to zeal, application, etc., and young men could do better elsewhere, 22-6; apportions work according to men's ability, 227; an advantage if there were thorough examination of clerks before appointment, in arithmetic, writing, etc., 228-9; not necessary to go outside of dept. for appointments to his branch, 230; increases in salaries regulated by U. S. Act, by reason of seniority rather than by merit, 232-3; detrimental to service to give increases irrespective of manner in which duties are performed, 234; better to continue present system of increases, 235; not advisable to amend Superannuation Act so as to provide limited annuities for widows and children of deceased civil servants, 336; compulsory insurance in connection with Superannuation Act not desirable, as many have their lives already insured, but if optional, desirable, 337; married men would probably bear extra assessment necessary for annuities and single men might object, 228-9; entrance of an officer at 50 years has no injurious bearings on service, 240; inspectors allowed \$3.50, assistants \$2.50 a day for travelling expenses, &c., officers in charge of British mails, \$3 a day, with half a cent mileage, others paid out of contingencies, etc., 241-2; does not favor fixing by statute number of clerks of different classes borne on permanent staff of each, 243-4; returns of city and country offices received monthly, 245; mode of accounts not subject to control of any other dept., 246; only secondary control over expenditure, Deputy Minister being controlling authority, 247; defalcations occur, not from want of supervision, but by insolvency or absconding, etc., 248-50; at smaller offices, postmasters have control of revenue for three months and probably use it, though a misdemeanor, and in such case inspector makes enquiry, and if necessary institutes legal proceedings. 251-2; every postmaster gives bond with two sureties, occasionally recovered in case of default, 253-4, 263; good deal lost in this way, 255; certificates of deposit received and entered in cash book by cashier, and always kept separate in order that check may be more complete, 256-7; his accounts include all sources of revenue and expenditure, 258; average monthly collections in Toronto and Montreal about \$13,000, 259; at city offices postmasters required to deposit weekly and render their accounts within ten days after expiration of month, 260; postmasters of Toronto and Montreal only collect about \$1,200 to \$1,500 per month, rest of revenue from sale of postage stamps to vendors, 261; ought to know within ten days after close of month what amount a postmaster should account for in a specific period, 262; all items of expenditure appear in P. O. report, 264; payments under subsidies specially voted do not appear in his accounts, 265; cashier keeps account of deposits made by postmasters and verifies his statements by those at Finance Dept., pays salaries, &c., 266; stamps not disposed of certified by postmaster and assistant at city and leading offices, at smaller offices postmaster's word taken, 267; nominally his duty to examine such accounts, but has eight or ten examiners who take them up in order, 268; stamps issued easily checked, 269; kept in custody of one officer with several assistants, without giving security, 270-1; stamps supplied to each postmaster on requisition addressed to P. M. General, printer supplies them to dept. in sealed packages, 272; no official check apparently during operation of manufacture, though manufacturer under heavy bond and penalty for faithful discharge of his contract, 273; at large offices amount in hand counted by inspectors periodically, and at headquarters by chief inspector quarterly, 274; inspectors or postmasters make requisition enclosing whole of accounts to be paid, 275; P. O. Dept. placed in funds by vote of Parliament, and secondly by letters of credit from Finance Dept. through Auditor General, 276; work of dept. increased three or four-fold since 1866, 277.

WILY, LIEUT.-COL., Director of Stores and Keeper of Militia Property, evidence of. No. of Q., 1161-1181; p. 154.

Twenty-one years in service, has charge of Government stores, collects rents, controls property, has about 30 persons in his employ. not too many, and all efficient and mostly in prime of life, 1161-5, 1166, 1180; appointments usually made by Minister, but it would be improvement if they were made on ground of fitness only, for effect would be efficiency and economy, 1166-8; work of branch considerably increased of late years, 1169; pay rather small in case of storekeepers, 1170; one employe engaged in outside business, 1171; militia properties situated in all parts of Dominion, 1172; four clerks under his supervision at headquarters, duties defined, 1173-4; stores consist of arms, ammunition, clothing, etc., some \$2,000,000 altogether in value, 1175; travels good deal, and paid expenses at \$4 a day and transport charges, 1176; stock taken once a year by board of officers in each district, only one defaulter, storekeepers give security, stores only insured at headquarters, 1177; certain military storekeepers, acting as paymasters, not on superannuation list, 1178-9.

WILMOT, J. B., Inspector of W. and M., St. John, evidence of. No. of Q., 3304-10; p. 381.

One year in office, 3304; better class of mercantile men approve Act, 3305; fees should be equalized, 3306; scales, weights and measures generally in fair condition, 3307; collector of customs does not notify him of importation of scales, 3308; will be able to get over division in two years from Nov., 1879, but does not know how expenses to Charlotte Co. are to be paid, 3310.

WOMEN, EMPLOYMENT OF.—See *Civil Service*.

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WOODROW, JAMES, Asst. P. M., St. John, N.B., evidence of, No. of Q., 3269-81; p. 378.

In service for 21 years, 3269; appts. by Ottawa Dept. on recom. of members for city and county, 3270; system not generally beneficial to public, 3271; no ex. but probation sometimes enforced, 3272; ex. and probation necessary, ages from 18 to 35 years, 3273; increases of salary generally on seniority, but assignment to higher duties generally on merit, 3274; staff not too large, 3275; hours of attendance of different officers, 3276; no difference in importance of delivery and sorting clerks, 3277; certain defalcations, 3278; system of registration now more efficient to prevent abstractions, 3279; P. M., asst. money order and registered letter clerks give surety bonds, 3280; suggests ensuring promotion to efficient clerks, and classification according to labor and revenue, 3281.

## RETURN

(114)

To an ORDER of the HOUSE OF COMMONS, dated 11th February, 1881 ;—For copies of all Correspondence between the Government and Michel Mathieu, Esq., Advocate, M.P.P., or any other Person, in relation to the purchase of a property for the establishment of a Post Office in the Town of Sorel.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
9th March, 1881.

*Secretary of State.*

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## RETURN

(115)

To an ORDER of the HOUSE OF COMMONS, dated 14th February, 1881 ;—For a Statement showing the number of Boxes, Drawers and Pigeon-holes in the Montreal Post Office ; the number of Boxes, Drawers and Pigeon-holes not let before the Rent was raised, and number of those not let since the Rent was raised.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
9th March, 1881.

*Secretary of State.*

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## RETURN

(116)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881;—For a copy of the Report of the Engineer who made the Survey of Wiarton Harbor.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
9th March, 1881.

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## RETURN

(117)

To an ORDER of the HOUSE OF COMMONS, dated 17th February, 1881;—For a Return of all Duties collected on Rice imported into the Province of British Columbia during the last fiscal year; also, a Return of Duties on Powder imported into the same Province during the same period.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
5th March, 1881.

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## RETURN

(118)

To an ORDER of the HOUSE OF COMMONS, dated 28th January, 1881;—For a return showing the Quantity of Coal imported into the Dominion since 30th June last, and the Duty collected thereon, distinguishing between Anthracite and Bituminous.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
17th February, 1881.

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## RETURN

(119)

To an ORDER of the HOUSE OF COMMONS, dated 14th February, 1881;—For copies of any Reports or Surveys, made since last Session, upon the present Water Level of Lake Manitoba, and the estimated cost of lowering the same.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
7th March, 1881.

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]

## RETURN

(120)

To an ORDER of the HOUSE OF COMMONS, dated 7th March, 1881;—For a Statement, in detail, of the cost in each year, for the last four years, of the Official Debates,—with a Statement, in detail, of the Moneys paid in each year for this Service, with the dates of such payments; and a Memorandum of any sums in arrear and unpaid in each year, in respect of the Service of the year.

JOHN GEORGE BOURINOT,

*The Clerk of the House.*

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## RETURN

(121)

To an ADDRESS of the HOUSE OF COMMONS, dated 23rd February, 1881;—For a copy of all Correspondence, Orders in Council, Petitions, Commissions of Enquiry, Returns and other Documents, respecting the management and administration of the St. Vincent de Paul Penitentiary, since the 1st January, 1880.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
March, 1881.

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]



## RETURN

(122)

To an ORDER of the HOUSE OF COMMONS, dated 21st February, 1881 ;—For a copy of all Documents relating to Improvements to be made on the Shoals of the St. Lawrence, off Point St. Pierre les Becquets, and of the Reports and Plans of the Government Engineers in relation to the said Works.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
11th March, 1881.

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## STATEMENT

(123)

Of Affairs, and List of Shareholders of the British Canadian Loan and Investment Company (Limited), on the 31st December, 1879, in compliance with the Act 43 Victoria, Chapter 43.

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RETURN TO ORDER

OF THE

HOUSE OF COMMONS

RELATING TO THE

CHAUDIERE RAILWAY BRIDGE,

OTTAWA:

SHEWING THE VALUE FOR DUTY AT WHICH THE  
IRON OF SAID BRIDGE WAS ENTERED, &c.

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Printed by Order of Parliament.

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OTTAWA:

PRINTED BY MACLEAN, ROGER & CO., WELLINGTON STREET.

1880.



## RETURN

(124)

TO AN ORDER of the HOUSE OF COMMONS, dated 17th February, 1881;—  
 For a statement showing the Value for Duty at which the Iron for the construction of the Chaudiere Railway Bridge was entered, the addition made to said Value by the Appraiser or Collector at the Port of Ottawa, the Names of the Merchant Appraisers appointed under section 45, cap. 10, 40th Vic., to whom the final appraisement was referred; together with a copy of the Decision, Award or Finding of said Merchant Appraisers and of the Collector of Customs at Ottawa in reference to such Appraisement, or to the alleged Undervaluation for Duty of all Iron entered for the construction of said Chaudiere Bridge, and a copy of the evidence taken before the aforesaid Merchant Appraisers.

By command,

JOHN O'CONNOR,

Department of the Secretary of State,  
 14th March, 1881.

*Secretary of State.*

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### SCHEDULE OF PAPERS *in re* CHAUDIERE BRIDGE SEIZURE.

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APPOINTMENT of Arbitrators and Evidence taken before them.

REPORT of Arbitrators and Decision of Collector of Customs.

INVOICES OF IRON—Chaudiere Bridge.

A TO Z.—Papers, Statements, &c., Filed as Evidence taken before Arbitrators.

1 TO 16.—Letters, &c., referred to in Evidence taken before Arbitrators.

## A.

STATEMENT of Quantity and Value of Iron with the amount of Duty collected thereon, as entered by Messrs. Clarke, Reeves & Co., Contractors for Chaudiere Bridge, to 23rd November, 1880.

Description of Iron Work.	Quantity of Lbs.	Rate per Lb.	Value.	
			\$ cts.	\$' cts.
Girders, at 3c.....	684,240	2½		
Eyebars.....	489,050	2½		
Rods.....	147,420	2½		
Pins, at 2 <sup>8</sup> / <sub>10</sub> c.....	34,949	2½		
Bales.....	4,256	2½		
Bolts.....	646	2½		
Loops.....	4,897	2½		
Floor beams, at 3c.....	74,410	2½		
Angles.....	3,441	2½		
Plates, at 3½c.....	550	2½		
	1,443,861	2½	36,097 00	
Columns, at 3½c.....	788,670	3	23,660 00	
Plates, at 3 <sup>1</sup> / <sub>10</sub> c and 3½c.....	1,572	2-61	41 00	
	2,234,103	.....	59,798 00	
Fittings, turned pins, nuts, at 4c.....	32,817	1½		
Angle brackets, at 2 <sup>8</sup> / <sub>10</sub> c.....	1,122	2½		
Castings, 2½c.....	193,412	2½		
	227,351	.....	2,558 00	
Total Quantity and Value.....	2,461,454	.....	62,356 00	
Add to value for cost of manufacture, 1c. per lb.....		.....	24,615 00	
	\$2,461,454	25 p. c., ad val.	86,971 00	21,742 75

## B.

GENERAL Specifications for Iron Truss Bridges for the Eastern and Western Sections of the Quebec, Montreal, Ottawa & Occidental Railway of Canada, Province of Quebec.

1. The works comprised in the following specification of all material, labor, plant and implements required for the entire completion and erection of the wrought iron bridges on the above mentioned railway, between Quebec, Montreal and Ottawa, according to the annexed schedule.

2. The bridges are to be designed for single track both through and deck, of the spans shown in the schedule attached; they will have iron floor beams and two longitudinal iron stringers, six (6) feet apart between centres.

3. Tenders must be based on the following general specification, and the strength of the materials and workmanship must be in strict conformity therewith.

4. Each manufacturer must submit details of his own system. It will be necessary to submit with each tender the following, viz:—

1st. Complete working drawings showing all details on enlarged scale and dimensions of parts.

2nd. Diagrams of strains and calculations and sectional area of each member for comparison.

3rd. Statement shewing the calculated weight of each span with the iron flooring complete, exclusive of cross ties, rails, &c., &c.

4th. Working specification in full detail descriptive of the plan, the character and quality of the iron proposed to be used, and the nature of the workmanship.

#### GENERAL SPECIFICATION.

5. Each span of through bridge must have a clear width of fifteen feet between trusses, and a clear height above the rails of not less than 18 feet. Deck bridge trusses to be not less than twelve feet centres for spans of 125 feet and under, and wider in proportion to length and height of truss.

6. Each span according to length must be constructed with a permanent camber of one twelve-hundredth of the span, and it must return to this camber after being tested with maximum loads.

7. Each span must be constructed entirely of tough wrought iron of the very best uniform quality, except joint and base blocks, which may be of cast iron of approved quality.

8. Each span must be designed for a maximum rolling load in addition to the weight of the bridge, for 50 ft. spans, 4,000 lbs.; for 100 ft. to 130 ft. spans, 3,000 lbs.; for 150 ft. to 160 ft. spans, 2,800 lbs.; for 200 ft. and over, 2,600 lbs.; and all with a panel load of 5,000 lbs. per foot.

9. The several members of each span shall be so proportioned that the iron shall not be exposed to a greater tensile strain than 10,000 lbs. per square inch on the net section of the lower chords after deducting rivet holes, and 6,000 lbs per square inch on the diagonals or web system, unless such diagonals are entirely in tension when the strain may be 10,000 pounds.

10. The compression strain upon the gross section of the upper chords, struts and braces shall not exceed 8,000 pounds per square inch for members not exceeding 15 diameters. The compression in long members exceeding 15 diameters to be reduced by Gordon's formula, using 36,000 pounds per square inch as the ultimate strength of wrought iron in compression with a factor of safety of  $5=7200$ . The length of struts and braces to be taken from chord to chord.

11. Iron used in compression and under transverse loads to be of approved texture. Iron used in tension to be double rolled and of an ultimate strength of 55,000 to 60,000 pounds, no permanent set under 25,000 pounds per square inch measured by approved multiplying instruments, and of such toughness that a flat bar up to the thickness of one inch by two inches, or any greater width, shall be capable of being doubled over cold until the flat sides come into close contact without showing signs of fracture.

12. The quality of iron being of paramount importance, the rolling for parts subjected to tension must be done under close inspection; it must be made from best grey pig, tested in the muck bar, afterwards double rolled, and all materials used shall undergo satisfactory tests before and during manufacture.

13. The contractor must at his own cost provide for and make all tests and furnish portions of such bars, plates, angle iron, etc., as the engineer may require for the purpose of ascertaining if they come up to the before mentioned standard.

14. No testing of material or inspection during manufacture shall be taken to mean an acceptance of the work, or materials, or in any way to relieve the manufacturer of responsibility, and the engineer shall have the power at any time to reject the whole or any part on account of defects.

15. The workmanship must be strictly first-class. All riveted work shall be made from iron templets; no drifting allowed; the whole being subject to rigid inspection during manufacture.

16. The whole work must be arranged and designed so that no part can retain water or moisture.

17. Ample provisions must be made for expansion and contraction over piers and abutments.

18. All iron work before leaving the works, or being exposed to rust, shall receive an approved anticorrosive coating; so soon as erected all damaged parts, or

fresh surfaces must be cleaned and recoated. The whole after erection shall receive two additional coats of approved description and color.

19. The bridges will be tested after completion in the following manner:—

They will be covered with locomotives from end to end, weighing with their tenders, not less than sixty tons, and the deflection at the centre shall not exceed one fifteen hundredths part of the span.

A. L. LIGHT,  
P. ALEXANDER PETERSON,  
*Government Engineers.*

QUEBEC, 18th September, 1876.

COLLECTOR'S OFFICE, CUSTOM HOUSE, OTTAWA, 10th December, 1880:

SIR,—I beg leave to hand you herewith seizing papers No. 24; a quantity of iron seized from Messrs Clarke, Reeves & Co., contractors for erection of Chaudiere Bridge at this city; a letter from seizing officer to myself, giving reasons why the seizure should be maintained; also letters and papers, invoices, &c., showing prices of iron in the United States during the past summer; also, letters and affidavits furnished by Clarke, Reeves & Co., certified by British Consul at Philadelphia.

I suggested to Mr. Reeves that his proper course would be to ask that valuator be appointed, but he does not seem to think it necessary; but I am of the opinion it is the only proper course.

I am, Sir, your most obedient servant,  
Z. WILSON.

P.S.—I consider the iron entered at too low a valuation.

J. JOHNSON, Esq., Commissioner of Customs.

CUSTOM HOUSE, OTTAWA, 9th December, 1880.

SIR,—I have the honor to enclose herewith, for the information of yourself and the Customs Department, statement of entries made by Messrs. Clarke, Reeves & Co., up to the 23rd November, together with nine letters from American manufacturers, showing prices of iron similar to that used in the construction of Chaudiere Bridge above the Chaudiere Falls. I have numbered the letters for convenient reference.

In the first place I will consider the cost of the bridge as entered for duty, with freight, duty and cost of construction, as given by importers, and the amount of money to be paid for the bridge to Messrs. Clarke, Reeves & Co., by the Quebec Government, when completed.

Cost as per entries .....	86,971 00
Duty paid Collector of Customs.....	21,742 75
Freight, 1,238 tons, at \$7 $\frac{9}{100}$ per ton, 2,000 lbs. ....	8,777 42
Cost of erection—false works, paint, &c.....	15,000 00
	\$132,491 17
Contract price to be paid, about.....	194,000 00
	Profit..... \$61,509 00

Assuming Mr. Reeves' figures to be correct, he makes a profit of over \$60,000 as a bridge builder, or about 50 per cent. on the whole work. This, in addition to his profit as a manufacturer of iron. By examining still further, it appears, according to his statement, that the total cost of material was only \$54,000, as he received \$194,000 for the bridge. It is, therefore, clear that the percentage charged by him on the work is, in reality, 250 per cent.

A strong point against the probability of Mr. Reeves' statement being correct is, that it does not seem possible for a bridge builder in the United States to take a job by public tender, under all his Canadian competitors pay a duty equivalent to 35 per cent. (duty 25 p.c. and freight), bring his workmen, at heavy cost, from his works, and still clear upwards of \$60,000, or over 50 per cent. net.



So high is structural iron held in the United States, that some of the largest firms declined to quote prices, as they did not think they could compete with English or Continental manufacturers. I refer you to a letter enclosed, from Keystone Bridge Company, of Pittsburg—No. 10.

The sworn statements filed by Messrs. Reeves, and certified by the British Consul in Philadelphia, as to the market value of iron in that city, is for ordinary merchantable iron, and not for the special quality of iron for bridge purposes, as can be seen by reference to letter No. 9, from the Boston Bridge Company. It is noticeable that the affidavits cover shapes not generally used for bridge purposes, whilst those most in use not alluded to at all, viz:—

Eyebars from 5 to 12 cents per lb.

Bridge trusses from  $4\frac{1}{2}$  to 5 cents per lb.

And girders from 4 to 5 do

As further evidence that the valuation of iron is fair and reasonable, and that my contention that the class of iron covered by the affidavits filed by Mr. Reeves, I desire to draw your special attention to the quality of the iron under seizure as is shown by the accompanying copy of the engineers specification for the Chaudiere Bridge, marked B. See sections 11 and 12. And still further to show that the valuation of the iron, as entered by Clarke, Reeves & Co., is not the fair market value. I beg herewith to submit the manufacturers' prices for bridge iron as taken from the *Iron World*, a leading journal devoted to the iron industry, and published at Pittsburg, Pa., the state in which Messrs. Clarke, Reeves & Co. carry on their works.

The extracts are from the *Iron World* under date 24th September.

Angle iron (Carnegie Bros. & Co's. prices):—

NET F.O.B. CARS, PITTSBURGH.

*Equal Sided.*

	cents.
$\frac{3}{4}$ by $\frac{3}{8}$ to 1 by 1 to $1\frac{1}{4}$ by $1\frac{1}{4}$ inch.....	4·25
2 by 2 to 4 by 4 .....	3·75

*Unequal Sided.*

2 by 2 by $1\frac{3}{4}$ to 5.....	3·50
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*Square Root Angles.*

2 by 4 to $3\frac{1}{2}$ by $3\frac{1}{2}$ .....	3·50
--	------

*Star Iron.*

$\frac{1}{2}$ by $1\frac{1}{2}$ to 4 by 4.....	3·60
--	------

*Sash Iron.*

$\frac{3}{4}$ by $\frac{7}{8}$ by 3-16.....	4·25
---	------

*Miscellaneous Shapes.*

Various shapes.....	3·50 to 4·25
Tee iron.....	.....
1 inch and upwards .....	3·80 c. per lb.
Beams and channels .....	.....

*Solid Wrought Iron Beams.*

3 inch to $6\frac{1}{2}$ inch by 30 feet.....	3·80 c. per lb.
12 inch by 25 feet. ....	" "
15 inch by 25 feet.....	" "

*Deck Beams.*

7 inch to 9 inch by 30 feet.....	" "
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*Rolls and Castings (Pittsburgh Prices.)*

Furnace, floor and straightening plates .....	$2\frac{1}{2}$ cts. per lb.
Housings and castings, not otherwise specified.....	$3\frac{1}{2}$ "
Guide plates.....	$3\frac{1}{2}$ "

*Cannel Bars.*

4½ inch to 10 inch by 30 feet.....	3.80 c. per lb.
12 inch by 30 feet.....	“ “
Plate iron.....	.. .. .

*Universal Mill Plates.*

Plates not over 36 inches wide by ¾ inch thick and upwards.....	3.50 c. per lb.
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In this connection, I would remark that Clarke, Reeves & Co's. letter of the 1st December, No. A, strongly endorses the position of the Keystone Bridge Company, previously referred to. When I find that firm purchased iron in the Montreal market for this bridge, it is not reasonable to suppose that they would purchase iron in Canada if they could produce it at a cheaper rate.

I have been credibly informed that the Grand Trunk Railway Company paid between five and six cents per pound, for bridge iron similar to that of the Chaudiere Bridge this summer, exclusive of duty and cost of false works used in erection.

Mr. Simmons, foreman of Messrs. Clarke, Reeves & Co., gave me as a reason for re-exporting a column not required because he could not sell it here for more than 5 cents per pound, as it cost them from 10 to 12½ cts. per lb., and he therefore preferred paying freight back to their works rather than sacrifice it at the price named.

From the foregoing facts which I respectfully submit for your consideration, I have every confidence that you will sustain my action in the premises.

I have the honor to be, Sir, your most obedient servant,

W. A. MacAGY, *Appraiser, Port of Ottawa.*

To Z. WILSON, Esq., Collector of Customs, Ottawa.

STATEMENT of Quantity and Value of Bridge Iron entered by Messrs. Clarke, Reeves & Co., Contractors, with Amount of Duty collected thereon, up to the 23rd November, 1880.

Description of Iron Work,	Quantity in Lbs.	Rate per Lb.	Value.		Duty.
			\$	cts.	\$
Girders .....	684,240	2½			
Eye bars.....	489,050	2½			
Rods .....	147,420	2½			
Pins .....	34,949	2½			
Bales.....	4,256	2½			
Bolts .....	648	2½			
Loops .....	4,897	2½			
Floor beams .....	74,410	2½			
Angles .....	3,441	2½			
Plates .....	550	2½			
	1,443,861	2½			
Columns .....	788,670	3	36,097	00	
Plates .....	1,572	2 <sup>61</sup> / <sub>100</sub>	23,360	00	
				41	00
	2,234,103	.....	59,798	00	
Fittings .....	32,817	1½			
Angle brackets.....	1,122	1½			
Castings .....	193,412	1½	2,558	00	
Total quantity and value.....	2,461,454	.....	62,356	00	
Add to value, 1c. per lb.....		.....	24,615	00	
	2,461,454	.....	86,971	00	21,742 75
Average cost per lb.....		3½			

*Copy of Telegram from Z. Wilson to Clarke, Reeves & Co.*

OTTAWA, 4th December, 1880.

Received yours of 1st instant. The terms of my letter of 27th November must be complied with. Instruct your agent to pay the duty or ask for valuator. Have informed your agent that I will wait until Tuesday only.

Z. WILSON, *Collector of Customs.*

To CLARKE, REEVES & Co., Philadelphia, U.S.

*Copy of Telegram from Clarke, Reeves & Co., Philadelphia, to Z. Wilson.*

OTTAWA, 6th December, 1880.

Telegram of 4th received, will be in Ottawa Thursday, and see you.

CLARKE, REEVES & CO.

To Z. WILSON, Collector of Port.

*Copy of Telegram to Clarke, Reeves & Co., from R. S. Simmons.*

OTTAWA, 6th December, 1880.

The Collector of Customs informs me that if I do not ask for valuator or pay the duty, he will seize. The Collector advised you to give me authority by wire to ask for valuator. An immediate answer required.

R. A. SIMMONS.

To CLARKE, REEVES & Co., Philadelphia.

*Copy of letter from Z. Wilson to R. A. Simmons, Agent for Clarke, Reeves & Co.*

CUSTOM HOUSE, PORT OF OTTAWA, 27th November, 1880.

SIR,—I have to inform you that it will be necessary to amend your entries for bridge iron on behalf of Messrs. Clarke, Reeves & Co., and, also, that I have placed a further valuation for duty on the bridge iron of \$24,615. The deposit necessary to cover additional duty on increased valuation amounts to \$6,153.75.

Should you be dissatisfied with this valuation you will notify me in writing, upon receipt of which I shall select two discreet and experienced merchants familiar with the work to appraise the bridge.

I have the honor to be, Sir, your obedient servant,

Z. WILSON, *Collector of Customs.*

To R. A. SIMMONS, Manager of CLARKE, REEVES & Co.

PHILADELPHIA, Pa., 1st December, 1880.

DEAR SIR,—We were very much surprised to receive this afternoon from Mr. Simmons, an official letter from you, stating that we had entered the iron for Chaudière Bridge at too low a valuation. Our house has never yet had the credit of endeavouring to place our iron in foreign countries at a less value than we are selling at home; on the contrary, we have placed this very iron at a higher price than the actual selling value, and at the price it was entered at we would be pleased to duplicate the order, and continuing it so long as iron is at the present price. I will be pleased to come to Ottawa and make any explanation in regard to it that you may

desire, if necessary. As we wish to make it plain to you that the values we have given you is not only the correct one, but even an outside value, and to corroborate this, I will state that the prices at which we are now selling iron, and which we would willingly make contracts for, are: bars, 2<sup>4</sup>/<sub>10</sub>c.; angles, 2<sup>5</sup>/<sub>10</sub>c.; columns, 2<sup>6</sup>/<sub>10</sub>c. These are all at a less price than we entered Chaudière Bridge at. Then we added to our entries one cent per pound for work on the iron, which is <sup>2</sup>/<sub>10</sub>c. per pound more than the cost of it. I will here add, that for this bridge we purchased in Montreal a lot of English angle iron, delivered on cars, at \$2.47 per 100 pounds. In regard to appraisers, we cannot see the necessity for it, as the value of an article is certainly the price at which it is selling in the market, and without an appraiser who was a wholesale dealer, in any article, he could not be familiar with the market price of it. We shall be pleased to hear from you in regard to this at once.

Very respectfully, your obedient servant,  
 CLARKE, REEVES & CO.,  
 Per I. C. REEVES, *Cashier.*

Z. WILSON, Esq., Collector of Customs, Ottawa.

HER BRITANNIC MAJESTY'S CONSULATE,  
 PORT OF PHILADELPHIA.

I, George Crump, Esquire, Her Britannic Majesty's Acting and Vice-Consul at the Port of Philadelphia, do hereby certify that Percival Roberts, Samuel W. Groome and George Gerry White, who have made the four annexed affidavits as to the market value of iron, &c., are known to me to be persons of good repute and of high business standing, whose statements and opinions are entitled to faith and credit within jurisdiction and without.

In faith and testimony whereof I have hereunto set my hand and Consulate seal at the City of Philadelphia, this sixth day of December, 1880.

GEORGE CRUMP. [L.S.]

STATE OF PENNSYLVANIA, } S.S.  
 CITY OF PHILADELPHIA, }

On the sixth day of December, A.D. 1880, before me, a Notary Public of the City and State aforesaid, personally appeared Percival Roberts, who, upon his oath duly administered, did depose and say: That he is a member of the firm of A. & P. Roberts & Co., who are manufacturers of iron, and that he knows the market price of iron and what it sold at in the City of Philadelphia during the months of September, October and November of the present year. That the following are the market prices at which iron sold during said period, delivered in quantities, namely:

For Bars.....	2 <sup>35</sup> / <sub>100</sub> c. per lb.
“ Angle.....	2 <sup>6</sup> / <sub>10</sub> c. “
“ Wide plates.....	2 <sup>8</sup> / <sub>10</sub> c. “

And further deponent saith not.

PERCIVAL ROBERTS.

Sworn and subscribed before me. Witness my hand and official seal this 6th day of December, A.D. 1880.

JOHN ROGERS, Notary Public. [L.S.]

STATE OF PENNSYLVANIA, } S.S.  
 CITY OF PHILADELPHIA, }

On the sixth day of December, A.D. 1880, before me, a Notary Public of the City and State aforesaid, personally appeared Samuel W. Groome, who, upon his oath,

duly administered, did depose and say: That he is a member of the firm of J. F. Bailey & Co., who are agents for manufacturers of iron, and that he knows the market price of iron in the city of Philadelphia during the months of September, October and November of the present year; that the following are the market prices at which iron sold during said period, delivered in quantities, namely:—

For Bars.....	2 $\frac{3}{10}$ c.	per lb.
“ Angles.....	2 $\frac{5.5}{10}$ c.	“
“ Column segments.....	2 $\frac{6.5}{10}$ c.	“
“ Plates.....	2 $\frac{6}{10}$ c.	“
“ Bridge castings.....	2c.	“

And further deponent saith not.

SAMUEL W. GROOME.

Sworn and subscribed before me. Witness my hand and official seal, this 6th day of December, A. D. 1880.

JOHN ROGERS, Notary Public. [L.S.]

STATE OF PENNSYLVANIA, } S.S.  
CITY OF PHILADELPHIA. }

On the sixth day of December, A.D. 1880, before me, a Notary Public of the City and State aforesaid, personally appeared George Gerry White, who, upon oath duly administered, did depose and say: That he is the Secretary of the Phœnix Iron Company, who manufactured for Clarke, Reeves & Co., the iron furnished by them for the Chaudiere Bridge, and that the actual market price of the labor on said bridge is about eight-tenths of one cent per pound, and not exceeding one cent per pound; and further deponent saith not.

GEORGE GERRY WHITE.

Sworn and subscribed before me. Witness my hand and official seal the 6th day of December, A.D. 1880.

JOHN ROGER, Notary Public. [L.S.]

STATE OF PENNSYLVANIA, } S.S.  
CITY OF PHILADELPHIA. }

On the sixth day of December, A.D. 1880, before me, a Notary Public of the City and State aforesaid, personally appeared George Gerry White, who, upon his oath duly administered, did depose and say: That he is the Secretary of the Phœnix Iron Company, and knows the market price of iron in the City of Philadelphia, and the prices at which iron was selling in said city during the months of September, October and November of the present year; that the following are the market prices at which iron sold during said period, delivered in quantities, namely:—

For Bars.....	2 $\frac{4}{10}$ c.	per lb.
“ Angles.....	2 $\frac{5}{10}$ c.	“
“ Column segments.....	2 $\frac{6}{10}$ c.	“
“ Bridge castings.....	2c.	“

And further deponent saith not.

GEORGE GERRY WHITE.

Sworn and subscribed before me this sixth day of December, A. D. 1880. Witness my hand and official seal the day and year aforesaid.

JOHN ROGERS, Notary Public. [L.S.]

C.

No. 1.

OTTAWA, 20th November, 1880.

SIR,—I am preparing to tender on the new Parliament Buildings shortly to be erected at Toronto (to cost upwards of \$600,000), wherein a large amount of structural iron work will be required; and as I desire the fullest information, I shall feel obliged if you will give me prices for such work, which will cover girders, beams, tees, angles, &c., of wrought iron for interior and roofing, and cast iron columns, &c., for other work.

You will please state the price for such work delivered at the frontier, say Ogdensburg or Buffalo, or at your works. The iron to be of first rate quality, such as is used for bridge building. On the other side you will find general specification of what is required. An early answer will oblige,

Yours, &c,

FRED. TOMS, *Contractor, Ottawa.*

*General Specification.*

Wrought iron girders under 30 feet.

“ “ over “

“ beams, channels, eyebars.

“ angles, plates, tees.

Cast iron columns 12 inches and over, from 15 to 28 feet.

Wrought iron columns.

General castings.

No. 2.

PHILADELPHIA, 24th November, 1880.

DEAR SIR,—Answering your favor of the 20th inst. We manufacture all the wrought iron material inquired for, excepting plate iron. We can make general quotations, but it will be of very little value to you. In order to quote prices that you can safely use, we shall require specification in detail, as follows, to wit:

Sizes and length of beams and channels, whether plain or fitted, and, if fitted, the character of fitting. Girders—depth and plan of construction, and load to be carried. Eyebars—size of bar, eye, and pin-hole, and any further information that you can give. If you have the plans, and can come on and talk the matter over with our engineer, it would be an advantage.

Hoping to hear from you again, we are, very truly yours,

GEO. GERRY WHITE, *Secretary.*

P. S. Prices for Plain beams, no work in the way of fitting.....	3c. per lb.
Prices for Channels, ordinary size.....	3 $\frac{1}{10}$ c. “
Angles.....	2 $\frac{6}{10}$ c. “
T Iron.....	3 $\frac{1}{4}$ c. “

Cast columns we do not make.

The above prices may change any time, and we quote them simply as of to-day, without agreeing to hold to them.

FRED. TOMS, Esq.

No. 3.

PHILADELPHIA, 27th November, 1880.

DEAR SIR,—Yours of the 20th was duly received. I referred your enquiry relative to wrought iron to the Phoenix Iron Company. As to the cast iron (that being my specialty), would say I prefer seeing the drawings before giving prices binding.

The prices current for columns, etc., of ordinary design, range from 3c. to 4½c. per pound F.O.B. Trusting this information will enable you (using your own judgment as to the different classes) to form an estimate of the values, and that should you be the fortunate bidder, that you will give me an opportunity to bid from the plans,

I am, dear sir, yours truly,

FRED. TOMS, Esq.

SAMUEL J. CRESWELL.

No. 4.

PHILADELPHIA, 27th November, 1880.

DEAR SIR,—Yours at hand; in reply will say that we cannot give you a price understandingly, as we do not know how much labor will be attached to the iron work as we have not seen any of the drawings, but think that the prices below will be very near correct:—

Rolled I beams and channel bars for floor work, punched and fitted with rods.....	3½c. per lb.
Wrought-iron made girders, under 30 ft.....	4c. “
Wrought-iron made girders, over 30 ft.....	5c. “
Angle tees, eyebars and plates for roof work.....	4c. “
Cast-iron columns with caps and bases.....	4c. “

F.O.B. cars or boat Philadeladelphia.

Yours truly,

FRED. TOMS, Esq.

S. SYKES & SON.

No. 5.

PITTSBURGH, Pa., 26th November, 1880.

DEAR SIR,—Your favor of November 20th, duly to hand and contents noted. We should be pleased to furnish you as much of the material required for the new Parliament buildings, in case you are awarded the contract, as we are prepared to manufacture. Of the list given by you we can furnish the wrought-iron girders, angles and plates, up to twenty-four (24) inches wide, and eyebars. We have no general price list; the price upon this class of material depends very largely upon quantity ordered, sizes and general specification. Our present prices for plates is two and sixty-five hundredths ( $2\frac{65}{100}$ ) cents per pound here, angles the same; eyebars, not less than three and one-half ( $3\frac{1}{2}$ ) inches wide, nor less than twelve (12) feet long, of usual and ordinary specification, four and one-half ( $4\frac{1}{2}$ ) cents per pound, furnished ready to erect. If you can send us more particular specification, giving number of bars, sizes and lengths, we can probably give you a price which will enable you to bid intelligently upon work, so far as we are able to furnish it.

Yours truly,

FRED. TOMS, Esq.

ANDREW KLOMAN.

No. 6.

PATERSON, N.Y., 24th November, 1880.

DEAR SIR,—Yours of 22nd at hand; enclosed we hand you sheet of our sections. Prices are about as follows subject to variations:—

Beams and girders, under 30 feet .....	3c.
do over 30 feet.....	$\frac{1}{10}$ to $\frac{1}{4}$ c. extra.
Channels, same as braces.....	
Angles, ordinary sizes.....	2¾c
Tees “ .....	3½c
Eye bars.....	4c. to 5c
Plates.....	3c

Cast-iron we do not make at all.

Respectfully,

FRED. TOMS, Esq.

W. O. FAYERWEATHER.

No. 7.

CLEVELAND, O., 23rd November, 1880.

DEAR SIR,—It is quite impossible to give anything more than approximate figures on your iron work without seeing the plans, and knowing the amounts of work required on the material. We would name as safe figures, the following delivered at Buffalo:—

For wrought work..... 5½c. per lb.  
 For castings..... 3¼c. “

Price of castings depends upon the elaborateness of patterns. If very elaborate the above price is not enough. Should be pleased to give you close figures if you get the job.

Yours truly,

FRED. TOMS, Esq.

H. M. CLAFFIN, *President.*

No. 8.

BUFFALO, N.Y., 24th November, 1880.

DEAR SIR,—Yours of 22nd inst. at hand and would reply that it is impossible to make a price for work of this character without seeing the plans and ascertaining the work required on the iron. This varies so much with different buildings that it require the plans to determine.

However, would say that an average price for such work here would be about five and half (5½) cts. per pound. We are doing work for a Government building that we get more for, but it does not include castings. When the work is ready to contract for, would be pleased to examine plans and give price for same.

Yours very truly,

GEO. C. BELL,

*Manager, Niagara Bridge Works.*

BOSTON BRIDGE WORKS.

No. 9.

BOSTON, 27th November, 1880.

DEAR SIR,—In reply to yours of 26th, will endeavor to give desired information. Prices F.O.B. Boston, Mass.

Plain rolled beams, 30 feet and under, per lb.....	3- <sup>2</sup> / <sub>10</sub> c.
“ “ over 30 feet for each 5 feet, or fraction, on whole .....	<sup>2</sup> / <sub>10</sub> c. ex.
Ordinary punching of beams through web, per lb.	<sup>2</sup> / <sub>10</sub> “
“ fitting of ends.....	<sup>3</sup> / <sub>8</sub> c. “
Beams bolted and separated (ordinary), per lb.....	3 <sup>3</sup> / <sub>8</sub> c.
Box or plate girders (ordinary), per lb.....	4¼ to 4½c.
Chan. iron, 30 feet and under, plain, per lb.....	3 <sup>3</sup> / <sub>10</sub>
“ over 30 feet for each 5 feet, or fraction, per lb., on whole.....	<sup>2</sup> / <sub>10</sub> c. ex.
Ordinary punching and fitting same ex as beams....	
T iron, plain, per lb: .....	3¼c.
Plate iron (bridge) plain 3 <sup>2</sup> / <sub>10</sub> c. per lb., C. No. 1, plain .....	3½c.
Eye bars, 3½x1, or larger, not less than 12 ft. long	5c.
Smaller or shorter eye bars from .....	6 to 12c.
Ordinary roof truss members, which I understand by joists.....	4¼ to 4¾c.
Plain round columns, 15 feet long and under.....	2½ to 2¾c.
“ “ 15 feet to 28 feet.....	2¾ to 4c.

These prices, I think, are all safe for you to act on. The cost is often dependent on the number of pieces of each kind. Eye bars range very much in cost, as it



cost just as much to put an eye on a short as a long bar, and it is more work in proportion to put an eye for a large pin on a small bar. If I can serve you further in this matter let me hear of it.

Yours truly,

D. H. ANDREWS.

P.S. I have no price list such as you inquire about. D. H. A.

FRED. TOMS, Esq.

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KEYSTONE BRIDGE COMPANY.

No. 10.

PITTSBURGH, PA., 26th November, 1880.

DEAR SIR,—Your favor of 26th is to hand. We can see no possibility of our competing, at present, against imported iron in Canada. We think it would be useless to quote prices. Thanking you for your attention, we are

Yours respectfully

KEYSTONE BRIDGE CO.

FRED. TOMS, Esq.,

C. L. STRABEL, *Assistant to President.*

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D.

QUEBEC GOVERNMENT RAILWAYS.

General specification and form of tender for the iron superstructure of the Chaudière Bridge.

1.—*Site of the Bridge.*

The iron superstructure called for under this contract is required for the Chaudière Bridge over the Ottawa River, which is to connect the City of Hull, in the Province of Quebec, with the City of Ottawa, in the Province of Ontario. The bridge is to be erected about half a mile above the Chaudière Falls.

2.—*Communications by Rail and Water.*

The southerly end of the bridge has direct rail communication with the Grand Trunk Railway at Prescott and Brockville, by means of the St. Lawrence & Ottawa and the Canada Central railways. The northerly end of the bridge has direct rail communication with the harbors of Montreal and Quebec, and with the Grand Trunk Railway at Montreal, by means of the Quebec, Montreal, Ottawa & Occidental Railway. Barges can be taken up the Ottawa River from Montreal to within about two miles of the bridge site.

3.—*Work Required to be Done.*

The work embraced in this specification will consist of the construction, erection, painting, and delivery in good order, free of all charges of every kind, including Customs\* duty, of the iron superstructure, with iron floor-beams, and four longitudinal iron stringers, and also 4,560 lineal feet of 3 inch x 3 inch angle iron, weighing 22 lbs. per yard, required for the inner guard-rail, as shown in the plan and section of floor system; but shall not include any bolts, spikes, or washers required in connection with the woodwork which may be required for the floor system.

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\* The Customs duty at this date on iron bridges is 25 per cent., and on rolled beams, 15 per cent., on the fair market value. The meaning of fair market value is understood to be the price at which the same goods are sold to the trade in the market from which they are exported.

4.—*Bridge Piers and Abutments.*

The structure will be a "through bridge," having a clear width between trusses of fifteen feet, and a clear headway, from top of longitudinal stringers to lowest part of overhead bracing, of twenty feet. The piers and abutments are all at right angles to the axis of the bridge. The width of bridge seat is four feet on all the abutments, and the length, 24 feet. The piers are 8 feet wide by 24 feet long, at bridge seat.

5.—*Arrangement of Spans.*

The spans are arranged as follows, commencing at the north side :—

Span.		Clear Span.	From back of Bridge Seat of Abutment to Centre of Pier.	From Centre to Centre of Piers.
No.	1 .....	160 feet.	168 feet.	.....
do	2 .....	255 "	.....	263 feet.
do	3 .....	135 "	.....	143 "
do	4 .....	150 "	.....	158 "
do	5 .....	150 "	.....	158 "
do	6 .....	150 "	.....	158 "
do	7 .....	150 "	158 feet.	.....
do	8 .....	150 "	158 "	.....
do	9 .....	150 "	.....	158 feet.
do	10 .....	150 "	.....	158 "
do	11 .....	150 "	.....	158 "
do	12 .....	150 "	.....	158 "
do	13 .....	150 "	158 feet.	.....

6.—*High Water.*

The bed of the river is composed of rock. The highest water generally occurs in June, and falls to its mean level about the 1st of August. For further particulars see plan and table.

7.—*Floor System.*

The bridge-seats are all finished at an elevation of 63.09, and the top of the longitudinal stringers, when in place, must be at an elevation of 67.40, or 3 feet 6 inches above bridge-seats, and the lowest part of structure between piers must not be at a less elevation than 64.65, or nine inches above the bridge-seat. There will be four iron longitudinal stringers, which will be spaced four feet apart from centre to centre. The floor beams shall be securely riveted to the trusses, and in no case will they be permitted to be suspended by loops.

8.—*Trusses.*

The trusses must be spaced equidistant on either side the axis of the bridge, and must be in a true vertical plane. The 135 feet, the 150 feet, and 160 feet spans must be exactly similar in design, and of the same height. The 255 feet span may be of a greater height, but must be of a similar design to the other spans.

9.—*Load on Short Spans.*

The 135 feet, the 150 feet, and the 160 feet spans must be proportioned to sustain, in addition to the weight of the structure and the timber and rails in the floor

system (equivalent to 400 lbs. per lineal foot), a rolling load of 3,000 lbs to the lineal foot, preceded by a concentrated panel load of 80,000 lbs. in a space of 13 feet 8 inches, distributed upon eight driving wheels.

10.—*Load for Long Span.*

The 255 feet span must be proportioned to sustain, in addition to the weight of the structure and the weight of the timber, rails, &c., in the floor system (equivalent to 400 lbs. per lineal foot,) a rolling load of 2,800 lbs. to the lineal foot, preceded by a concentrated panel load of 80,000 lbs. in a space of 13' 8" upon eight driving wheels.

11.—*Load on Floor System.*

The floor beams and longitudinal stringers must be proportioned to bear the dead load, including timber, rails, &c., in floor system (weighing 400 lbs. per lineal foot,) together with a rolling load of 80,000 lbs. concentrated in a space of 13' 8", and distributed on eight driving wheels. In calculating the strength of the longitudinal stringers it must be assumed that the load given may take such a position as to throw its maximum weight directly over the longitudinal centre line of each of the four stringers.

12.—*Strain on Lateral Braces.*

The lateral bracing must be proportioned to sustain, in addition to an initial strain of 10,000 lbs. due to adjustment, a wind pressure of 40 lbs. per square foot of truss, when covered from end to end with train, which will have an area of 12½ square feet per lineal foot.

13.—*Tensile Strain on Iron.*

The iron work shall be so proportioned that, with the loads above mentioned, no part of the structure shall be subject to a greater tensile strain than the following:—

14.—*Compression Strain on Iron.*

Strain in counter rods and long verticals and all members taking their strain directly from the floor system.....	8,000 lbs.
Strain in bottom flange of floor beams to two centre track stringers.....	8,000 "
Strain in bottom flange of two outer track stringers...	10,000 "
Strain in eyebars, in bottom chords and main diagonals	10,000 "
For riveted members in tension in chords.....	8,500 "
For splice plates in tension chords.....	7,500 "
Strain in lateral bracing.....	15,000 "

The strain in all compression members, including top flanges of floor-beams and two centre longitudinal stringers, will be reduced with the ratio of diameter to length, using Rankin's formula with a factor safety of six. The two outer longitudinal stringers will have a factor of safety of five. When well authenticated experiments upon full-sized specimens have not been made upon the particular form of strut used, the factor of ultimate strength for each form of column will be derived from actual experiments on full-sized pieces of the lengths proposed to be used, but in no case shall this factor exceed 48,000 lbs. per square inch. For compressive members in lattice designs, the length of the strut shall be taken from centre to centre of chord measured on the line of the strut, in calculating the strength of the strut at right angles to the plane of girder; and the length of the strut shall be taken from centre to centre of connection, in calculating the strength of the strut in the plane of the girder.

15.—*Shearing Strain on Pins, &c.*

The shearing strain on all pins shall not exceed 7,500 lbs. per square inch, or on rivets more than 6,000 lbs. per square inch. The mean pressure on the semi-intrados of eyes (diameter of pin x thickness of bar) must not exceed 10,000 lbs. per square inch. The shearing strain of web plates must not exceed 4,000 lbs. per square inch.

16.—*Bending Strain on Pins.*

The strain on extreme fibres of pins caused by bending must not exceed 15,000 lbs. per square inch, and in determining this bending strain the centres of bearings shall be taken as the centres of applied forces.

17.—*Diameter, &c. of Pins.*

No pins shall have a less diameter than two-thirds of the width of the bar. All pins must be turned true to size and straight. No error of more than  $\frac{1}{50}$  of an inch will be allowed.

18.—*Description of Iron to be Used in Tension.*

The iron used under tensile strain shall be double refined, tough, ductile, of uniform texture and capable of sustaining the following tests: Full sized pieces of flat, round, square, angle or T iron, not under four inches in sectional area, shall have an ultimate strength of 50,000 lbs. per square inch, and stretch 15 per cent. in their whole length, with a reduction of area at breaking point of 25 per cent. All iron in tension must have a limit of elasticity of not less than 25,000 lbs. per square inch, and must stand a smart blow of a blacksmith's hand hammer while under strain. Bars rolled to  $1\frac{1}{2}$ " diameter, or 5" wide and up to  $1\frac{1}{2}$ " thick, shall bend cold through 180° until their sides come in close contact without shewing signs of fracture. When nicked with a cold chisel and broken, the bar shall show a fibrous line of rupture.

19.—*Description of Iron in Compression.*

Iron in compression must be tough, fibrous, and uniform in texture, with a limit of elasticity of 25,000 lbs. per square inch.

20.—*Junction Blocks.*

Cast iron will only be permitted in short lengths in the minor details, such as connections between sections of top chords. Malleable cast-steel capable of standing a tensile strain of at least 50,000 lbs. to the square inch, may be substituted for cast-iron for the connections between end posts and top chords, and when cast-iron connections are used a price must be stated for such substitution in the tender.

21.—*Plate Girders.*

Plate girders must be proportioned on the supposition that the bending or chord strain must be resisted by the upper and lower flanges, together with one-sixth of the web, deducting all rivet holes in tension members. The shearing strain must be borne by the web. No web plate shall be of less thickness than one-quarter of an inch. The webs of all plate girders must be properly stiffened by angle or T iron at distances not exceeding twice the depth of the plate, the stiffeners must be made to fit to the top and bottom angle irons exactly. When a joint occurs in the web, the web must be spliced with a plate on both sides of the joint.

22.—*Rivets.*

The rivets must be of the best quality of iron, and when driven must completely fill the holes. The heads must be hemispherical and of uniform size throughout for

the same size of rivet; they must be full and neatly made and concentric with the rivet hole. The sectional area of the rivets must not be less than the sectional area of the joined pieces. All joints in riveted work, whether in tension or compression, must be fully spliced, as no reliance will be placed on abutting joints. The ends, however, must be dressed straight and true, so that there shall be no open joints.

### 23.—*Workmanship.*

All workmanship must be first-class in every respect; all abutting joints must be planed or turned; the maximum error allowed in length of eyebars will be  $\frac{1}{64}$  of an inch. All bars intended to be of the same length, must be exactly of the same length, so that any number of these bars piled upon one another, shall allow long pins, exactly filling the holes, to pass through both ends of the pile at once.

In all riveted works the joints must be square and truly dressed. Rivet holes must be spaced accurately and exactly opposite each other, so that when the several plates forming one member are assembled, a rivet  $\frac{1}{64}$ th of an inch less in diameter than the hole can be entered hot into any hole without reducing or straining the iron by drifting.

### 24.—*Friction Rollers.*

Allowance must be made for expansion and contraction ranging over a difference of temperature of 150 degrees, and one end of each truss properly provided with expansion rollers.

### 25.—*Details.*

All connections and details of work must be of such strength that upon testing, fracture shall occur in the body of the member rather than in any part of the details. The eyes of all eyebars must be forged in the solid. No welding will be allowed in any of the principal members. All rods with screw ends shall be so proportioned that the diameter at the bottom of the thread shall be  $\frac{1}{16}$ th of an inch larger than any part of the body of the rod. The open sides of all trough-shaped sections shall be properly stayed by diagonal bracing. All abutting joints shall be properly secured against derangement by side shocks. All long rods must be secured against rattling or swaying caused by the passage of trains. All bed-plates must be of sufficient area and securely fastened to the masonry at the contractor's expense. The threads of all pins and rods not required for adjustment must be carefully upset after erection.

### 26.—*Testing Materials.*

All testing of materials shall be done by an approved machine, in point of accuracy, equal to the best lever machines.

### 27.—*Drawings and Strain Sheets and Calculations.*

With each tender a full set of drawings, showing every detail, must be furnished; also, strain sheets with details of calculations of strains in trusses and floor system, all of which become the property of the Government. All the spans must be erected on line as set out by the engineer in charge. They must be erected with a camber of one in twelve hundred ( $\frac{1}{1200}$ ) by making the top chord longer than the bottom.

### 28.—*Testing Bridge.*

After erection, all the spans will be tested with a rolling load of one and one-third tons per lineal foot at a speed of twenty miles per hour. With this load the deflection in any span must not exceed  $\frac{1}{1500}$  part of the span, and the structure must recover its original camber when the load is removed.

29.—*Painting.*

All the work before being put together must be clean and given one coat of approved anti-corrosive paint. The inside of all hollow columns and other parts not accessible after erection must receive two coats. After erection the whole structure shall receive two coats of approved description and color.

30.—*Inspection.*

The Engineer in charge and his Inspector must have access to the work during working hours, and every facility afforded to them. All tests must be made at the contractor's sole expense, both for labor and material.

31.—*Risk.*

The contractor must assume all risk to men and materials, and must be responsible for all trespass.

32.—*Summary.*

The whole of the above bridge is to be of the best quality of workmanship and material required for similar structures, and no advantage is to be taken of any omission in this specification.

33.—*Disputes.*

The Chief Engineer is to be the sole judge in disputed questions of workmanship, material or calculation; the whole must be done to his entire satisfaction.

34.—*Payment.*

Payments will be made as follows: 75 per cent. when the iron is delivered on the Government ground, and the remainder when the bridge is tested and approved of by the Government Engineer.

35.—*Tender to be on Printed Form.*

No tender will be entertained unless on the printed form annexed, nor unless an accepted bank cheque for one thousand dollars accompanies the tender, which shall be forfeited if the party tendering declines or fails to enter into the contract for the works when called upon to do so. For the full completion of the contract, satisfactory sureties must be given to the extent of four thousand dollars.

36.—*Time of completion of Contract.*

The contractor must have the six one hundred and fifty feet spans required for the south side of the river erected and ready for the sleepers to be laid on or before the 15th July next, and the seven spans on the north side of the river erected and ready for the sleepers on or before the 15th August next.

37.—*Time for receiving Tenders.*

Tenders will be received until noon of Thursday, the first of April next, endorsed, "Tenders for Superstructure of Chaudiere Bridge," and addressed to the Honorable the Commissioner of Agriculture and Public Works of the Province of Quebec, at Quebec.

38.—*Reservation.*

The Government reserves the right of accepting the best tender, whether the same be the lowest or not, also of rejecting all of the tenders should the interest of the Government require that course.

P. ALEX. PETERSON, *Chief Engineer.*

ENGINEER'S OFFICE, 16 St. James Street,  
MONTREAL, 30th January, 1880.

E.

CUSTOM HOUSE, PORT OF WINNIPEG, 4th December, 1880.

SIR,—I have the honor to acknowledge the receipt of your communication of 29th ult., No. 37, and herewith, as directed, transmit the only foreign invoice of iron bridges that has been entered at this port, from the 15th March, 1879, to the present date.

Two Canadian entries, Nos. 2,667 and 2,465 (copies of which were transmitted to Ottawa), of bridge material, incomplete portions of an order, the invoice of which has not yet been presented, addressed to the Canada Pacific Railway at Emerson, and were entered by Mr. T. J. Lynskey, Superintendent of the Pembina Branch of the C.P.R., and certified by him on the face of each entry that the "above material is of Canadian manufacture and for the use of the Dominion Government."

The enclosed invoice represents of iron bridge material by Job Abbott, Esq., President of the Toronto Bridge Company, Toronto, Ont., from Andrew Kloman, dated Superior Mills, Pittsburgh, Pa., 4th October, 1880, amounting to \$3,234.01.

I have the honor to be your most obedient servant,

G. B. SPENCER, *Collector.*

The Commissioner of Customs, Ottawa.

SUPERIOR MILLS, PITTSBURGH, PA., 4th October, 1880.

JOB ABBOTT, Esq.,

President Toronto Bridge Co., Toronto, Ont.,

Bought of ANDREW KLOMAN.

				ft. in.			\$ cts.	\$ cts.
2—3	8	Steel E. B.....	5 × 0 <sup>3</sup> / <sub>4</sub>	17 0	2,120			
3—4	8	do .....	5 × 1 <sup>1</sup> / <sub>4</sub>	17 0	3,450			
4—5	16	do .....	5 × 0 <sup>1</sup> / <sub>2</sub>	17 0	5,070			
5—6	16	do .....	6 × 1	17 0	6,596			
6—7	16	do .....	6 × 1 <sup>3</sup> / <sub>8</sub>	17 0	7,620			
1—2	8	do .....	5 × 1	34 5-86	5,153			
1—3	8	do .....	5 × 1 <sup>3</sup> / <sub>8</sub>	45 4-34	7,566			
2—4	9	do .....	4 × 1 <sup>3</sup> / <sub>8</sub>	45 4-34	6,885			
3—5	8	do .....	3 <sup>1</sup> / <sub>2</sub> × 1	45 4-34	4,746			
4—5	8	do .....	3 × 0 <sup>1</sup> / <sub>2</sub>	23 9	2,080			
5—6	8	do .....	3 × 0 <sup>1</sup> / <sub>2</sub>	21 7-34	1,897			
5—6	8	do .....	3 × 0 <sup>1</sup> / <sub>2</sub>	23 9	1,400			
6—7	8	do .....	3 × 0 <sup>1</sup> / <sub>2</sub>	21 7-34	1,335			
					55,918		5 75	3,215 29
Hauling to depôt at 75c. per 2,240.....								18 72
								3,234 01

Shipped *via* P. & S. E. R. R.

Canadian Pacific Railway—Account from Toronto Bridge Co., for Lake of Woods Bridges, in care of C. Schreiber, Chief Engineer, Emerson, Manitoba.

F.

ROCHESTER, N. Y., 3rd April, 1880.

Grand Trunk Railway of Canada,

To Leighton Bridge and Iron Works.

To Swinging Bridge, at Port Colborne, 143,420 lbs.

at 5c ..... \$7,171 00

Shipped on Grand Trunk Railway, flats 1354, 1515, 2239, 2306, 386, 6393.

G.

Enclosed please find invoices of bridge iron in accordance with your letter of the 29th ultimo. The last clause in your letter strictly complied with.

W. LEGGETT, Collector.

The Commissioner of Customs, Ottawa.

PHILADELPHIA, Pa., 2nd August, 1880,

Invoice Iron shipped to Great Western Railway :

105 beams,	weighing.....	87,290 lbs.
235 columns,	" .....	155,670 "
373 rods,	" .....	31,470 "
304 castings,	" .....	28,430 "
192 eyebars,	" .....	50,880 "
308 bales,	" .....	4,129 "
22 sleeves,	" .....	577 "
74 plates,	" .....	1,479 "
18 loops,	" .....	360 "
8 bolts,	" .....	118 "
12 bundles plates,	" .....	966 "
71 bundles casting,	" .....	3,321 "
42 boxes fittings,	" .....	11,313 "

376,003 lbs.

CLARKE, REEVES & CO.

By I. C. REEVES.

STATE OF PENNSYLVANIA, } S.S.  
CITY AND COUNTY OF PHILADELPHIA. }

Isaac Cooper Reeves being duly sworn according to law, deposeth and saith that he is the cashier of the firm of Messrs. Clarke, Reeves & Co., of Philadelphia. That the weight of the shipment of iron as within mentioned, on the 2nd day of August, A.D. 1880, to the Great Western Railway, Clifton, Canada, is three hundred and seventy-six thousand and three (376,003) pounds.

ISAAC COOPER REEVES.

Sworn to and subscribed before me this second day of August, 1880.

JOHN RODGERS, Notary Public. [L.S.]

PHILADELPHIA, 2nd August, 1880.

DEAR SIR,—Enclosed find shipments of iron for Great Western Railway, made July 28th and 30th, on cars 3399, 3664, 2412, 2479, 3620, 3842, 1656, 1801, 4212,



3469, 2249, 1991, 1780, 4237 which please have passed the Customs and draw upon us as usual for duty.

Yours truly,

CLARKE, REEVES & CO.

By I. C. REEVES.

H. PRESTON, Esq., Clifton, Ont.

PHILADELPHIA, PA., 28th July, 1880.

Invoice of iron shipped to Great Western Railway at Clifton.

200 columns,	weighing.....	105,970 lbs.
119 I beams	" .....	86,970 "
280 castings	" .....	29,796 "
148 eyebars	" .....	25,820 "
350 rods	" .....	23,400 "
314 bolts	" .....	4,030 "
20 flats	" .....	228 "
8 bales	" .....	80 "
66 plates	" .....	728 "
33 boxes fittings	" .....	8,852 "
61 bundles iron	" .....	2,880 "
		288,754 "

CLARKE, REEVES & CO.

By I. C. REEVES.

STATE OF PENNSYLVANIA, } S.S.  
CITY AND COUNTY OF PHILADELPHIA. }

Isaac Cooper Reeves, being duly sworn according to law, deposeeth and saith that he is the cashier of the firm of Clarke, Reeves & Co., of Philadelphia. That the weight of the shipment of iron as within mentioned on the 28th day of July, 1880, to the Great Western Railway at Clifton, Canada, is two hundred and eighty-eight thousand seven hundred and fifty-four (288,754) pounds.

ISAAC COOPER REEVES.

Sworn to and subscribed before me this 29th day of July, 1880.

JOHN RODGERS, Notary Public. [L.S.]

PHILADELPHIA, PA., 29th July, 1880.

DEAR SIR,—Enclosed we hand you invoice of a lot of iron shipped to the Great Western Railway, on cars 1850, 4231, 1646, 2364, 2564, 1613, 3524, 1899, 1586, 3305, 2300, 3334, 3206, weighing 288,754 pounds, which please pay duty upon and draw for amount as before.

Yours truly

CLARKE, REEVES & CO.

By I. C. REEVES.

PHILADELPHIA, PA., 30th April, 1880.

Invoice of 48 screw bolts.....	1,182
“ 24 rods.....	1,080
“ 12 flats.....	484
“ 1 box fittings.....	29
	2,775

Shipped on car No. 1,174, D.S. & W., to Great Western Railway at Clifton.

CLARKE, REEVES & CO.  
By I. C. REEVES.

STATE OF PENNSYLVANIA, } S.S.  
CITY OF PHILADELPHIA. }

Isaac Cooper Reeves, being duly sworn according to law, deposeth and saith that he is the cashier of the firm of Clarke, Reeves & Co., of Philadelphia. That the weight of the shipment of iron, as above mentioned, on the 30th of April, 1880, to the Great Western Railway, at Clifton, Canada, is two thousand seven hundred and seventy-five (2,775) pounds.

ISAAC COOPER REEVES.

Sworn and subscribed before me this 30th day of April, A.D., 1880.

JOHN RODGERS, Notary Public. [L.S.]

PHILADELPHIA, PA., 12th March, 1880.

Invoice of bridge over public road at 130 Mile Post, for Great Western Railway :

4 castings.....	364 lbs.
6 flats.....	178 “
1 box fittings.....	208 “
2 girders.....	5,670 “
3 beams.....	910 “
4 rods.....	290 “

7,620 lbs., at 5c., \$381.00

CLARKE, REEVES & CO.,  
By I. C. REEVES.

STATE OF PENNSYLVANIA, } S.S.  
CITY OF PHILADELPHIA. }

Isaac Cooper Reeves, being duly sworn according to law, deposeth and saith that he is the Cashier of the firm of Clarke, Reeves & Co., of Philadelphia; that the price in American currency of seven thousand six hundred and twenty pounds of bridge iron shipped by said firm to the Great Western Railway, (for bridge over Public Road at 130 Mile Post) on the twelfth day of March, A.D., 1880, is at the rate of five cents per pound on said weight.

ISAAC COOPER REEVES.

Sworn to and subscribed before me, this twelfth day of March, 1880.

JOHN RODGERS, Notary Public. [L.S.]

PHILADELPHIA, PA., 19th July, 1880.

Invoice of iron shipped to Great Western Railway:

For 3-80' Deck and 2-37' Deck Spans, for Grand River Crossing.

*Tower for Viaduct.*

180 columns,	weighing.....	80,660 lbs.
60 I beams,	" .....	50,100 "
320 rods,	" .....	19,034 "
108 eyebars,	" .....	31,060 "
32 angles,	" .....	3,900 "
12 L struts,	" .....	8,140 "
312 bales,	" .....	4,365 "
16 plates	" .....	890 "
180 castings,	" .....	28,135 "
73 bundles iron,	" .....	4,285 "
31 boxes fittings,	" .....	8,911 "
		239,480 "

Shipped on cars Nos. 3427, 2278, 2155, 1555, 2602, 2681, 1647, 2571, 1864, 2108.

CLARKE, REEVES & Co.,

By I. C. REEVES.

STATE OF PENNSYLVANIA, }  
CITY OF PHILADELPHIA, } S.S.

Isaac Cooper Reeves, being duly sworn according to law, deposeth and saith that he is the cashier of the firm of Messrs. Clarke, Reeves & Co., of Philadelphia; that the price in American currency of two hundred and thirty-nine thousand and four hundred and eighty (239,480) pounds of bridge iron shipped by said firm to the Great Western Railway (for Grand River crossing) at Clifton, Ontario, on the 19th day of July, 1880, is at the rate of five (5) cents per pound on said weight.

ISAAC COOPER REEVES.

Sworn to and subscribed before me this 19th day of July, A.D., 1880.

JOHN RODGERS, Notary Public. [L.S.]

*By telegraph from Philadelphia to H. Preston.*

22nd July, 1880.

Five and one-half cents per pound.

CLARKE, REEVES & Co.

## H.

November, 1880.

Percentage of different kinds of iron in Clarke, Reeves & Co's bridges, a fair market value of raw material as it leaves the mill:—

Kind of Material.	Price per lb.	Percentage used.	
Bar iron.....	2·5	40	100·
Plates.....	3·2	12	38·4
Angles and tees .....	2·9	8	23·2
Columns.....	3·0	28	84·0
Castings.....	2·5	5	12·5
Nuts .....	6·0	2	12·0
Rivets.....	4·5	5	22·5
		100	296·6
Cost of manufacture, 1 cent per lb.....			100·
Expenses and profit, 15 per cent.....			58·
			450·6

The above is a fair value at the works.

JOB ABBOTT, *Chief Engineer,*  
*Toronto Bridge Co. and Wrought Iron*  
*Bridge Co. of Canton, Ohio.*

## I.

EDGEMORE IRON WORKS, WILMINGTON, DELAWARE, U.S.

What would you consider fair price for wrought iron work of Chaudière Bridge, Clarke, Reeves design. Shipment was made, one-half in August, remainder in October. Please be explicit. Answer by telegram here.

*Telegram from Wilmington, Delaware, to John Taylor.*

18th December, 1880.

When bidding for Chaudière last March, I estimated Phoenix iron work to cost them delivered at Ottawa, exclusive of Canadian duty and profit, five and sixty-eight hundredths cents per pound, the duty I estimated at one and thirty-two hundredths cents per pound, making total cost to them seven cents per pound and total cost of bridge one hundred and ninety seven thousand dollars, against which sum I based my bid prices in August and October last, about one cent per pound lower than in March.

GEO. H. SELLERS.

## J.

MONTREAL, 20th December, 1880.

DEAR SIR,—Referring to your question as to the price of bridge castings, we beg to say that last fall we could have contracted to furnish such castings at two cents per pound, provided the quantity required had been sufficient to have warranted us in fitting up purposely, so as to turn out to the best advantage.

Yours truly, H. R. IVES &amp; CO.

JOHN TAYLOR, Esq.

**L.**

4th January, 1881.

Average price from 1st August to 1st November, was five and one-half cents, free on board, Pittsburgh.

D. W. C. CARROLL & CO.

From Pittsburgh, Pa., to W. H. FRASER, Ottawa.

**M.**

PITTSBURGH, PA., 10th March, 1880.

DEAR SIR,—Your favor of 5th received, contents noted; we have not at hand full quotations for May, 1879; below find comparative prices:—

	May, 1879.	March, 1880
Eye-bars, iron.....	2 $\frac{3}{4}$ c. per lb.	5 $\frac{1}{4}$ c. per lb.
“ steel.....	3 $\frac{1}{2}$ “	6 $\frac{1}{2}$ “
Plates for bridge, iron.....	2 $\frac{1}{4}$ “	4 $\frac{4}{10}$ “
“ “ steel.....	2 $\frac{3}{4}$ & 3 “	5 $\frac{3}{4}$ “
Angle, tees, &c.....	2 $\frac{3}{4}$ “	4 $\frac{3}{10}$ “
Steel rails, 3 lbs, per ton.....	} \$45 and \$46.50.	\$85 and \$90.
“ 4 “ .....		

We have no printed price lists, but above figures are such as we quote our customers.

Truly yours,

ANDREW KLOMAN, per C. B. McVAY.

**N.**

PHILADELPHIA, 9th March, 1880.

DEAR SIR,—Your favor of 5th to hand; we have sent you to-day one of our books of shapes. Present prices F.O.B. mill here are as follows:—

Beams.....	4 $\frac{1}{2}$ c. per lb.
Channels.....	4 $\frac{1}{2}$ c. “
Plate iron .....	4 $\frac{1}{2}$ c. “
T iron.....	4 $\frac{1}{2}$ c. “
Angles.....	.4c. “
Bars.....	.4c. “

These prices will, we think, hold good till May. If you send us specification shewing your wants we will quote on it for May delivery.

Very truly yours,

J. F. BAILEY & CO.

**O.**

*Copy of Telegram from I. C. Reeves to H. Preston.*

OTTAWA, 4th January, 1881.

Please wire me here date and value per pound of last entry made of Great Western iron.

I. C. REEVES.

To H. PRESTON, Clifton.

## P.

*Copy of Telegram from H. Preston to I. C. Reeves.*

CLIFTON, 5th January, 1881.

Twenty-five per cent. based on five and half cents less duty.

H. PRESTON.

To I. C. REEVES, Ottawa.

## Q.

*Copy of Telegram from I. C. Reeves to H. Preston.*

OTTAWA, 5th January, 1881.

Please give me date of that entry, and if I did not write you and address you in person that it was error in price for valuation.

I. C. REEVES.

To H. PRESTON, Clifton.

## R.

*Copy of Telegram from H. Preston to J. C. Reeves.*

CLIFTON, 5th January, 1881.

Entry made August eleventh, when iron all received I wrote and wired you third, asking present value. You replied five and half, invoice valuation five—~~an~~ error—afterwards you confirmed this personally.

H. PRESTON.

To I. C. REEVES, Ottawa.

## S.

*Copy of Telegram from I. C. Reeves to H. Preston.*

OTTAWA, 5th January, 1881.

Wire me copy of letter sent you about Aug. 3rd, regarding this iron.

I. C. REEVES.

To H. PRESTON, Clifton.

*Copy of Telegram from H. Preston to I. C. Reeves.*

OTTAWA, January 5th, 1881.

Philadelphia, August fifth, eighteen eighty. H. Preston, Clifton,—Dear Sir, Your favor of third received and noted, and in reply would say that in February and March the price for bar iron was three six-tenths ( $3\frac{6}{10}$ ) cents, and to-day the same iron is two one-half ( $2\frac{1}{2}$ ) cents, being more than one cent higher than now. Our contract with the Great Western Railway was made during the high price of iron at seven cents, delivered; but this price can have no effect for the purpose of duty, as, when we were getting only five cents from the Great Western Railway on a contract when iron was low, we were made to pay duty on the iron at five ninety-five, regardless of our contract price, but based upon the value when we delivered the iron; therefore the same rule must operate in this case, when the contract was made based on the high price of iron, but the delivery is made when iron is at a much lower figure in the first case. We lost money on every bridge sent to

the Great Western Railway under our contract of five cents, and duty based upon five ninety-five (5.95) cents, when we reported you by telegram some days since that the value of the iron we are now shipping was five and one-half (5½) cents, we gave you an outside estimate, as the real cost of it to us now is, bar, five thirty-one cents. In the affidavit sent you, making the price five cents, it was an error; it occurred by our giving the Notary a copy of an old invoice which was made at that price, and we did not discover the error until we received your telegram asking the market price for it. If we send iron to Canada made from foreign iron and foreign ore are we not allowed a drawback; if so, how much?—CLARKE, REEVES & Co.

H. PRESTON.

T.

CITY ENGINEER'S OFFICE, MINNEAPOLIS, Minn., December 13th, 1880.

GENTLEMEN,—In accordance with your directions, I have advertised for and received proposals for replacing the present wooden superstructure of the Plymouth Avenue Bridge with an iron one. Said proposals were opened in the presence of your Committee on Roads and Bridges, and were as follows:—

C. J. & W. S. Bates.....	\$89,000
Smith Bridge Company, No. 1.....	63,180
“ “ “ No. 2.....	61,420
“ “ “ No. 3.....	64,350
Horace E. Horton, No. 1, without hand-rail.....	65,800
“ “ “ No. 2, “ “.....	65,000
Hand-rails “A,” \$3,000; “B,” \$5,000; “C,” \$5,300; “D,” \$5,500; “E,” \$800.	
Cunningham & Keepers, “A”.....	66,930
“ “ “ “B”.....	66,519
If plan “B” hand-rail is used, deduct \$1,084.	
Leighton Bridge and Iron Works (they to have old bridge)	66,442
The Wrought Iron Bridge Company, of Canton, Ohio, A	46,500
“ “ “ “ “ B	53,600
“ “ “ “ “ C	50,600
“ “ “ “ “ D	55,700
“ “ “ “ “ 1	60,000
“ “ “ “ “ 2	56,000
“ “ “ “ “ 3	56,500
“ “ “ “ “ 4	53,800
Clarke, Reeves & Co., (including removing old bridge)...	69,980
Detroit Bridge & Iron Works.....	72,420
John Zullwenger.....	64,750
King Bridge Company, A.....	60,600
“ “ “ B.....	60,900
“ “ “ C.....	60,000
Missouri Valley Bridge Company, A.....	52,250
“ “ “ “ B.....	48,700
“ “ “ “ A2.....	48,000
“ “ “ “ B2.....	46,000
Corrugated Metal Company, A.....	62,500
“ “ “ “ B.....	61,000
“ “ “ “ C1.....	60,000
“ “ “ “ C2.....	58,000
Columbia Bridge Works, A.....	68,400
“ “ “ “ B.....	68,400
“ “ “ “ C.....	68,400

M. S. Carter & Co., without hand-rail .....	57,386
“ “ “ with “ .....	62,166
Massillon Bridge Company, No. 1.....	71,760
“ “ “ No. 2.....	76,440

The above proposals are all accompanied by plans and specifications.

Of the above proposals those of C. J. & W. C. Bates, Cunningham and Keepers and the Missouri Valley Bridge Co. have been withdrawn, the latter company being the lowest bidders; but owing to their plans having been figured to a greater compressive strain than was specified in the advertisement inviting proposals, I did not canvass them further or consider them fairly in competition with other bidders figuring up to the requirements specified. In order to determine upon some one of the plans and proposals submitted, I concluded it would be fair and just to all parties in competition to commence the canvass by considering the proposals in the order of their prices, commencing with the lowest bidder, and taking them in their order until we find one that comes within the limits of the specified requirements. The next lowest bidder I find to be the Wrought Iron Bridge Company of Canton, Ohio. This company submit propositions embracing eight sets of specifications and strain sheets, the prices of which range from \$46,500 to \$60,000. These propositions are designated as A, B, C, D; 1, 2, 3 and 4. The first four, A to D inclusive, I find to be figured upon the basis of 40,000 pounds per square inch in compression, instead of 36,000, as specified, consequently do not meet the requirements. Propositions 1 to 4 I find to be properly figured, and taking them in their order I will describe them as follows:—

No. 1 is a nine panel single intersection; height of truss, 27 feet; price, \$60,000.

No. 2 is a nine panel double intersection; height of truss, 25 feet; price, \$56,000.

No. 3 is an eight panel single intersection; height of truss, 27 feet; price, \$56,500.

No. 4 is a nine panel double intersection; height of truss, 27 feet; price, \$53,800.

If any of the above are adopted I would recommend the adoption of plan No. 3, as being (in my opinion) the most desirable structure, and one that would fully meet the requirements of a growing city like ours. You will find hereto annexed a detailed strain sheet of plan No. 3, showing the sizes and sectional areas of members of the trusses with their actual and required sectional areas; also giving formulas adopted in computing strength of compression members. I find the members generally in excess of their requirements, and believe the details to be good and sufficient. I do not consider it necessary to enter into the full details of the specifications at this time as they will show for themselves. In determining upon the strength of a bridge to replace the present wooden one, I have kept in view the necessity of having one that would answer the requirements of a growing portion of our city, and one that in the not distant future will undoubtedly be required to carry the traffic of a first-class city bridge. I herewith submit a report of the watchman of said bridge, showing the number of teams crossing it between the hours of seven and twelve, one and six, October 25th, 1880: lumber teams, 95; brick and stone, 22; wood carts, 35; ordinary vehicles, 482; making a total of 634 teams per day of ten hours. This will tend to show that the present bridge is doing considerable work, and it is only fair to suppose that within the next eight years that the ratio of increase will be much greater than during the past eight. But it is not my purpose to argue the necessities of an iron bridge, but merely to give my reasons for advertising for a structure of the strength and proportions I have. According to undoubted authority (a committee of experts of the Society of American Civil Engineers), a bridge proportioned to carry a line load of eighty pounds per square foot of roadway surface, with a span of 150 feet, is considered as a first-class highway bridge, and in determining upon the strength of the iron to be used, I have required its breaking strength to be not less than 50,000, 36,000, and 32,000 pounds per square inch in tension, compression, and shearing, respectively; the bridge to have a factor of safety of five, using iron of the above-mentioned strength. This is a somewhat higher factor than is usually required in ordinary highway bridges, a factor of four, with the above ultimate strengths, being usually deemed sufficient for highway bridges. By adopting a factor of five, we allow no iron to be strained more than 10,000, 7,200, and 6,400 pounds per square



inch, in the order above-stated, while with a factor of four it would be allowed to carry a strain one-quarter greater than is required by our specifications. While in this case, I do not consider our requirements any too severe for a structure that will be subjected to the traffic that this one undoubtedly will be in the course of a few years. The plan stated as being the lowest priced desirable one is known as the "Pratt Truss," and is the style of truss almost universally adopted throughout this country at the present day, both for railroad and highway bridges. Of the fifteen designs presented, twelve of them were Pratt trusses, one a modification of the Pratt, one a Parabolic, and one a double truss. The two last mentioned are as yet not very extensively used in the United States. I am informed, however, by Mr. Douglass, the secretary of the company building the Parabolic truss, that there are now in use throughout the New England and Middle States twenty-two spans of his bridge, all of them giving entire satisfaction to their purchasers. The merits and demerits of the said truss are set forth by different authorities of high reputation, some setting forth their advantages, others their disadvantages, over the Parallel Chord system. In examining the strain sheets of this truss, I do not find it up to the requirements of the specifications, the upper chord being considerably short of the required amount of material. Consequently, by adhering to the rule adopted, of not considering plans that do not meet the requirements of the advertisement as being fairly in competition, I am obliged to so report this one; not, however, casting any reflection upon its merits as a truss, as I have not as yet fully satisfied myself upon that point. The other plans submitted I find to be generally up to the requirements, all showing good details of construction, varying in length of panels, height of truss, etc.; as far as canvassed, these plans and specifications lead me to the belief that it is the object of competing parties to furnish the city with a good substantial bridge. I do not, however, consider it to the interest of the city to pay the difference between the cost of the Wrought Iron Bridge Company's plan No. 3, and others ranging still higher in price, as I do not believe the difference in cost is represented by the difference in quality of work, or extra strength of structure. Upon enquiry as to the capability of the Canton Company to carry out and complete the contract if awarded, I find that they are classed among the first-class highway bridge builders of the country, and am reliably informed that they are doing a much larger percentage of the highway bridge work of the United States than any other company engaged in the business. I also find that they have built during the past few years quite a number of the important iron highway bridges of the country. They having built bridges in twenty-five or more States of the Union, some of them having single spans of over three hundred feet in length. The above facts are, in my opinion, sufficient evidence to justify the supposition that the said company are fully able to build the bridge under consideration in a good, substantial, and workmanlike manner.

Respectfully submitted,

ANDREW RINKER, *City Engineer.*

Hon. City Council of the City of Minneapolis.



U.—Continued.

Description of Iron.		Net Weight.	Total.	Price.	Amount.
14	27 × 0 <sup>3</sup> / <sub>8</sub> plates, 17 ft. 8 in., 17 ft. 9 in. ....		8,590	cts. 3·65	\$ 313 54
60	21 × 0 <sup>5</sup> / <sub>16</sub> " 17 " 1 <sup>5</sup> / <sub>16</sub> " 19 " 1 <sup>3</sup> / <sub>4</sub> " .....		23,046	2·85	656 81
4	11 × 0 <sup>3</sup> / <sub>8</sub> " 12 <sup>3</sup> / <sub>4</sub> " 0 " .....				
4	10 × 0 <sup>3</sup> / <sub>8</sub> " 0 " 12 " .....				
112	7 <sup>1</sup> / <sub>2</sub> × 0 <sup>1</sup> / <sub>2</sub> " 17 <sup>1</sup> / <sub>4</sub> " 0 " .....				
56	6 × 0 <sup>3</sup> / <sub>8</sub> " 7 <sup>1</sup> / <sub>2</sub> " 0 " .....	2,300			
4	2 in. O pin bolts, 13 <sup>1</sup> / <sub>2</sub> in. ....				
8	1 <sup>1</sup> / <sub>2</sub> " " 9 <sup>3</sup> / <sub>8</sub> " .....				
24	" " 2 <sup>3</sup> / <sub>4</sub> " 9 in. ....				
12	× 1 <sup>1</sup> / <sub>2</sub> in. hacked bolts, 12 " 17 <sup>1</sup> / <sub>2</sub> in. ....	194			
48	1 in. gant bolts, 20 in. 7 <sup>1</sup> / <sub>2</sub> " .....				
16	" " 2 " 2 <sup>3</sup> / <sub>8</sub> " .....				
470	" " 3 <sup>1</sup> / <sub>2</sub> " .....				
4	" " 6 <sup>3</sup> / <sub>8</sub> " .....				
4	2 × 0 <sup>1</sup> / <sub>2</sub> straps, 32 <sup>1</sup> / <sub>4</sub> " .....	692			
			3,196	3·10	98 76
3,576	1 in. rivets, different lengths .....				
4,168	" " " .....				
4,532	" " " .....				
18,308	" " " .....				
1,964	" " " .....		12,836	4·00	513 44
8	5 <sup>1</sup> / <sub>2</sub> " hex. pin nuts .....				
112	4 <sup>1</sup> / <sub>2</sub> " " .....				
16	2 <sup>1</sup> / <sub>2</sub> " " .....	1,370			
8	2 <sup>1</sup> / <sub>2</sub> " hex. nuts .....	150	1,520	3·10	47 12
8	" " .....		288	3·10	8 93
52	2 <sup>1</sup> / <sub>2</sub> " to 2 <sup>3</sup> / <sub>8</sub> in. hex. nuts .....		149	11·00	16 39
52	1 <sup>1</sup> / <sub>2</sub> " 2 " .....		121	10·00	12 10
76	1 <sup>1</sup> / <sub>2</sub> " 1 <sup>3</sup> / <sub>8</sub> " .....		71		5 92
120	1 " 1 <sup>1</sup> / <sub>4</sub> " .....		194	9·00	17 46
534	" 0 <sup>1</sup> / <sub>2</sub> " .....				
4	" " .....		0 <sup>1</sup> / <sub>4</sub>	12·00	0 03
26	2 <sup>1</sup> / <sub>2</sub> × 0 <sup>1</sup> / <sub>8</sub> washers .....				
24	1 <sup>3</sup> / <sub>2</sub> × 0 <sup>3</sup> / <sub>8</sub> " .....		10	6 00	0 60
			478,388		16,387 94
LABOR—Machine shop .....			2,488	93	
Smith .....			320	81	
Hydraulic .....			696	91	
Templets .....			52	78	
Patterns .....			118	08	
Carpenters .....			7	20	
Card saws .....			12	11	
Shears .....			1	84	
Mill charges .....			18	30	
Extras, punching .....			26	24	
Boxes .....			16	00	
Paint, &c. ....			134	91	
Painting, &c. ....			260	65	
					4,154 76
Total .....					\$20,542 70

PHILADELPHIA, 11th October, 1880.

MESSRS. CLARKE, REEVES & Co.,

Bought of the PHENIX IRON COMPANY.

Description of Iron.	Net Weight.	Total.	Price.	Amount.
<i>For one 160 Clear Single Track, Chaudière Bridge, Q.M.O. &amp; O. R.R.</i>				cts. \$ cts.
18 Cast end and inter. channel pieces.....	5,998			
4 " fixed and roller end pieces feet.....	2,350			
4 " " " wall plates.....	1,200			
12 " inside and out track.....	810			
14 inter. post Cut.....				
4 posts of T, 4 loop saddles, vases, &c.....	2,510			
36 check washers, 8 iron vases, &c.....	533			
6 cast truss and discs.....	1,538			
28 brackets.....	404			
22 turn plates, 22 washers.....				
26 bale washers; 77 washers.....	460			
20 6 seg. cols., 16 ft. 2 3/4 in., 32 ft. 0 1/2 in.....	42,210	15,803	2 90	458 29
14 4 " B <sup>2</sup> 28 ft. 9 1/2 in.....	13,286			
2 4 " B <sup>1</sup> 15 ft. 1 1/2 in.....	650			
18 4 " A, 15 ft. 4 1/4 in., 15 ft. 9 1/2 in.....	3,183			
36 < 6 1/2 x 4, 15 ft. 4 in., 17 ft. 8 in.....		59,329	3 30	1,957 86
12 3 x 3, 4 in.....		9,581	3 25	311 38
80 4 1/2 x 3, 15 ft. 5 1/2 in., 16 ft. 11 7/8 in..				
144 3 1/2 x 3 1/2, 12 in.....				
40 3 x 3, 15 ft. 6 1/2 in., 16 ft. 11 5/8 in.....		25,230	3 25	819 97
264 T 5 x 2 3/8, 2 ft. 2 in., 20 1/4 in.....		4,508	3 75	169 05
6 I 6 in. 40, 3 ft. 11 1/8 in.....		330	3 50	11 55
9 27 x 0 3/8 plates, 17 ft. 6 in., 17 ft. 8 in.....		5,657	3 65	205 48
40 21 x 1 1/8, 16 ft. 11 1/2 in., 15 ft. 5 1/2 in.....		14,769	2 95	420 92
4 10 x 0 1/2, 12 in.....		67	3 50	2 35
72 7 1/2 x 1 1/2, 17 1/4 ft.....				
36 6 x 0 3/8, 7 3/4 ft.....				
56 2 x 2 1/2 bent, 2 ft. 3 in.....				
4 2 x 0 1/2 straps, 27 in.....		2,186	3 10	67 76
4 11 x 0 1/4 plates, 12 1/2 in.....		112	3 50	3 92
8 eye bars, 3 1/2 x 0 3/8, 26 ft. 9 3/8 in.....				
16 4 x 1 1/4 x 1 3/8, 45 ft. 4 1/2 in.....				
8 3 1/2 x 1 3/8, 45 ft. 3 1/2 in.....				
8 3 x 1 1/8, 45 ft. 4 3/8 in.....				
16 4 x 1, 13 ft. 6 7/8 in., 17 ft. 1 1/8 in.....				
40 4 x 1 1/2, 17 ft. 1 1/8 in.....	39,380			
8 1 1/8 O upset rod, 44 ft. 2 in.....				
8 1 " " 44 ft. 1 1/2 in.....				
8 1 screw, 44 ft. 1 1/2 in.....	3,980			
4 1 1/2 upset rod, 19 ft. 6 in.....				
4 1 1/8 " " 23 ft. 5 3/4 in.....				
4 1 1/8 " " 23 ft. 5 in.....				
4 1 1/2 " " 24 ft. 11 1/2 in.....				
4 1 1/2 " " 23 ft. 4 in.....				
4 1 1/2 " " 15 ft. 8 in.....				
4 1 1/8 " " 2 1/2 ft. 11 in.....				
4 1 1/8 " " 23 ft. 3 3/8 in.....				
4 1 1/8 " " 24 ft. 10 1/2 in.....				
4 1 1/8 " " 24 ft. 10 1/4 in.....				
14 1 " " 17 ft.....	6,410			
8 1 1/8 O upset and bent, 8 ft 7 3/4 in.....		49,770	3 75	1,866 37
16 1 1/8 □ loop swivel. 9 in.....				
32 7/8 " " 9 in.....				
4 3 x 0 3/4 bales, 16 in.....				

U.—Continued.

Description of Iron.	Net Weight.	Total.	Price.	Amount.
			cts.	\$ cts.
8 2½ × 0½, 16 in.....				
14 2 × 0½, 14 in.....	1,147			
4 2 in. O eye bolt, 22⅝ in.....				
8 1½, 15 in., 19 in.....				
14 1, 12⅜ in.....	239	1,386	3·75	51 97
4 4½ turned pins, 28½ in.....		602	3·50	21 07
34 3½ " " different lengths.....		1,818	3·02	58 18
6 1 " " 20⅞ in., 21⅞ in.....	110			
88 hex. nuts for pins.....	413			
22 2½ turned rollers, 22½ in.....				
12 1½ pin bolts, 8½ in.....				
8 1 hacked, 12 in.....				
28 1 in. gant, 7½ in., 16½ in.....				
4 ½ in. " 5⅜ in.....				
300 in. " 3½ in.....				
16 in. " 2 in., 2⅜ in.....				
4 top, 17½ in.....				
24 pins, 9 in., 17½ in.....	859			
2448 rivets.....		1,382	3·01	42 84
3680 ".....				
4028 ".....				
7174 ".....		5,309	4·00	212 36
1329 ".....		953	4·00	38 12
24 2½ hex. nuts.....		118	3·01	3 66
28 1 " 2 ".....		80	11·00	8 80
24 1 " ".....				
16 1 " ".....				
32 1 " ".....		117	10·00	11 70
46 1 " 1½ ".....		42	9·00	3 78
56 1 " ".....		27	8·00	2 16
316 1 " 0½ ".....		118	9·00	10 62
4 " ".....		0½	12·00	0 03
24 " ".....		6	9·00	0 54
30 washers.....		3	6·00	0 18
		199,303		6,760 91
LABOR—Machine shop.....		1,046	82	
Smith.....		133	51	
Hydraulic.....		315	13	
Patterns.....		67	97	
Templets.....		36	27	
Carpenters.....		3	24	
Cold saws.....		6	05	
Shears.....		3	88	
Mill charges.....		3	60	
Extra painting.....		13	17	
Boxes.....		17	00	
Paint.....		94	06	
Painting, &c.....		102	96	
				1,837 66
				8,598 57

U.—Continued.

PHILADELPHIA, Dec. 17th, 1880.

MESSRS. CLARKE, REEVES & Co.,

Bought of THE PHOENIX IRON COMPANY.

Description of Iron.	Net Weight.	Total.	Price.	Amount.				
<i>For Ten 150 Clear Single Track Through Spans, Chaudiere Bridge, Q. M. O. &amp; O. R. R.</i>								
40 cast end chord pieces.....	}			\$ cts.				
40 ornamental vases.....								
121 inter chord pieces (1 extra).....								
20 in. fixed rolled end cut.....								
20 " " wall plates.....								
64 " cut and ins. track plates.....								
120 inter post cut.....								
40 cut of T rods.....								
40 loop saddles.....								
320 check washers.....								
40 in. orn. bolt heads and cor. brackets.....					143,896	2·90	4,172 98	
44 templates (4 extra).....					}			
42 washers; 82 bale washers.....								
408 " for eyes; 120 templates.....								
122 " opp. I. T. P.....								
142 ball washers (20 extra).....								
248 washers end struts; 42 ball washers.....								
42 templates; 42 washers.....								
82 washers; 1 diagonal bracket.....								
240 brackets in posts.....								
20 central truss; 40 out. discs.....								
160 rods, 1 $\frac{3}{8}$ and 1 $\frac{1}{2}$ upset; 44 1 $\frac{3}{4}$ ; 44 2 $\frac{1}{4}$ .....	49,023							
80 lin. screws; 44 1 $\frac{1}{2}$ .....								
160 1 $\frac{1}{2}$ loop swivels, 9 in.....	5,119							
320 $\frac{3}{8}$ " 9 in.; 1 $\frac{1}{2}$ loop swivel, 9 ft.....								
80 3 $\frac{1}{2}$ × 3 $\frac{3}{8}$ eyebars, 26 ft. 9 $\frac{1}{2}$ in.....	}							
80 4 × 1 $\frac{1}{16}$ " 34 ft. 6 $\frac{1}{2}$ in.....								
80 4 × 1 " 45 ft. 5 $\frac{3}{4}$ in.....								
80 3 $\frac{1}{2}$ × 1 " 45 ft. 5 $\frac{3}{4}$ in.....								
400 4 × 1 " 17 ft. 0 $\frac{1}{2}$ in.....								
80 4 × 1 " 17 ft. 0 $\frac{3}{8}$ in.....								
261 6 seg. columns, 16 ft. 2 $\frac{3}{4}$ to 33 ft. 7 $\frac{3}{8}$ in.....					37,430			
121 4 " B* 28 ft. 9 $\frac{1}{2}$ in.....					108,542			
160 4 " A 15 ft. 4 $\frac{3}{8}$ in.....					29,489			
20 4 " B 15 ft. 1 $\frac{1}{2}$ in.....					6,312			
560 773 3·30 16,525 51					560,773	3·30	16,525 51	
320 6 $\frac{1}{2}$ × 4 L, 15 ft. 4 in and 17 ft. 8 in.....		41,044	3·75	1,539 15				
720 4 $\frac{1}{2}$ × 3 " 16 ft. 11 $\frac{1}{16}$ in., 18 ft. 11 $\frac{3}{4}$ in.....		}						
1,486 3 $\frac{1}{2}$ × 3 $\frac{1}{2}$ " 25 in., 12 in.....								
120 3 × 3 " 4 in.....								
360 3 × 3 " 21 $\frac{1}{2}$ in., 16 ft. 11 $\frac{5}{16}$ in., 18 ft. 11 $\frac{3}{4}$ in.....								
360 3 × 3 " 24 in., 16 ft. 11 $\frac{5}{16}$ in., 18 ft. 11 $\frac{3}{4}$ in.....								
60 6 in. I, 3 ft. 11 $\frac{1}{16}$ in.....								
80 27 × " 17 ft. 6 in., 17 ft. 8 in.....								
360 21 × " 16 ft. 11 $\frac{1}{16}$ in., 18 ft. 11 $\frac{3}{4}$ in.....								
40 11 × " 12 $\frac{1}{2}$ in.....								
40 10 × " 12 in.....								
640 7 $\frac{1}{2}$ × " 7 $\frac{1}{2}$ in.....								
320 6 × " 7 $\frac{1}{2}$ in.....								
520 2 $\frac{1}{2}$ × 2 and 2 × $\frac{1}{2}$ I, 27 in.....								
49 41 $\frac{1}{16}$ turned pins, 27 $\frac{1}{2}$ in.....	3,173					3·50	111 06	
280 3 $\frac{1}{16}$ " 17 $\frac{1}{2}$ to 29 $\frac{3}{8}$ in.....	47,855					3·64	1,746 71	
80 1 $\frac{1}{16}$ " 19 $\frac{1}{4}$ to 20 $\frac{3}{8}$ in.....	137,381	2·85	3,915 36					
80 4 $\frac{1}{16}$ pin nuts, 1 $\frac{3}{8}$ in.....	}							
560 3 $\frac{1}{16}$ " 1 in.....								
160 1 $\frac{1}{16}$ " $\frac{3}{4}$ in.....								
	1,284							
	23,542				3·10	729 80		
	5,247				3·50	183 65		
	15,633				3·20	500 26		
	3,411							
	4,695				3·10	145 55		

U.—Continued.

Description of Iron.		Net Weight.	Total.	Price.	Amount.
1	4 1/8 pin nuts, 27 1/8 in. (extra).....		123	cts. 3·50	\$ 4 30
1	3 7/8 " 20 3/8 in. ".....		50	3 02	1 60
2	4 1/8 and 3 7/8 pin nuts.....	32			
220	2 1/4 turned rollers, 22 1/2 to 22 3/8 in.....				
40	1 1/8 upset rods, 21 ft. 10 in.....	4,975	5,007	3 10	155 22
40	1 3/4 " 23 ft. 5 in.....	49,863			
40	1 3/4 " 23 ft. 4 1/2 in.....				
40	1 3/4 " 23 ft. 4 in.....				
80	1 3/4 " 15 ft. 9 1/2 in. to 24 ft. 11 in.....				
60	1 3/4 " 23 ft. 3 1/2 in. to 24 ft. 11 in.....				
40	1 1/2 " 24 ft. 10 1/2 in.....				
20	1 1/8 " 24 ft. 10 1/4 in.....				
120	1 in. upset and bent, 17 ft.....	8,713			
80	1 3/4 " " 8 ft. 7 3/4 in.....				
2	1 1/2 upset rod, 15 ft. 8 in.....				
		160	58,736	3·75	2,202 60
4	1 1/2 x 1 1/2 hex. nuts.....		10	10·00	1 00
6	ex. button sets, 5/8 and 3/4 rivets.....		55	20 00	11 00
241	2, 2 1/2 and 3 in. pr. bales.....	3,773	2,295		
40	2 in. eye bolts, 22 3/8 in.....				
80	1 1/2 in. " 15 to 19 in.....				
120	1 in. " 12 3/4 in.....				
360	3/4 1 3/8 and 1 5/8 in. pin bolts, different lengths.....	4,923	3·10	152 61	
80	1 1/4 hacked bolts, 12 in.....				
240	1 in. gant bolts, 7 1/2 to 16 1/2 in.....				
344	1 " 2 1/2 to 5 1/2 in.....				
2,660	" 3 1/2 in.....	54,534	4·00	2,181 36	
86	" 2 3/8 in.....				
86	2 " 2 in.....				
40	top bolts, 17 1/2 in.....				
54,240	and 3/8 in. rivets, different lengths.....	779	3·10	24 15	
52,970	in. " ".....				
51,080	" " ".....				
11,920	" " ".....				
160	2 and 2 3/8 in. hex. nuts, 2 1/8 to 2 3/8 in.....	384	11·00	42 24	
120	2 in. " 2 in.....	1,376	10·00	137 60	
680	1 " " to 1 5/8 in.....				
160	1 3/8 " 1 1/2 in.....	410	9·00	36 90	
200	1 3/8 " 1 1/4 in.....				
200	1 " 1 in.....	224	11·00	24 64	
80	1 " 1 1/8 in.....				
480	1 " 1 in.....	219	8·00	17 52	
412	" 1 in.....	95	9·00	8 55	
44	" 1 in.....	3	12·00	0 36	
2,660	" 1 in.....	1,011	9·00	90 99	
300	sq. nuts for 1/2 round.....	36	7·00	2 52	
120	2 3/4 round washers.....	30	6·00	1 80	
160	1 1/4 ".....				
80	5 x 2 3/4 T.....	1,712	3·75	64 20	
4	21 x 16 plates, 16, 2 1/2, 2, 3 1/4 in.....	809	2·85	23 06	
8	3 x 3 " 18 ft. 11 1/2 in.....	1,192	3·25	38 74	
4	3 1/2 x 3 1/2 " 12 in.....				
20	5 x 2 3/4 " 20 3/4 in.....	307	3·75	11 51	
300	3/4 in. rivets.....	147	4·00	5 88	
			1,743,538		59,036 87

U.—Continued.

		Amount.
LABOR—Machine shop.....	9,150 79	
Hydraulic.....	2,340 80	
Templets.....	56 21	
Shears.....	65 20	
Extra packages.....	49 99	
Paint and brushes.....	423 35	
Smiths' shop.....	1,259 95	
Patterns.....	104 64	
Cold saw.....	51 47	
Mill charges.....	11 55	
Boxes.....	69 00	
Painting, &c.....	959 02	
Special shipment whole order, 1,304.....	34 00	
		14,575 97
		<u>\$73,612 84</u>

PHILADELPHIA, 28th December, 1880.

MESSRS. CLARKE, REEVES & Co.,

Bought of THE PHOENIX IRON COMPANY.

Description of Iron.	Net Weight.	Total.	Price.	Amount.
				\$ cts.
<i>For one 135 Clear Single Track, Through Span, Chaudiere Bridge, Q.M.O. &amp; O.R.R.</i>				
4 cast end and 10 inter-chord pieces.....	}	13,568	2 90	393 47
4 " fixed and roller (2 each) end pieces, 2 feet.....				
4 " do do wall plates.....				
12 " outside and inside (6 each), wash plates.....				
13 inter post cut.....				
4 ft. of T rods.....				
4 loop saddles.....				
28 check washers.....				
8 ornamental corner brackets and vases.....				
4 batt heads, 36 washers.....				
2 central stars, 24 washers.....				
4 outside discs, 4 tem. plates.....				
20 brackets, 14 tem. plates.....				
18 eyebolts, washers.....				
22 bale washers, 9 washers.....				
16 6 seg. cols., 16 ft. 2 $\frac{3}{4}$ in., 34 ft. 1 $\frac{3}{4}$ in.....	30,114	41,616	3 30	1,373 33
10 4 " B <sup>2</sup> , 28 ft 9 $\frac{1}{2}$ in.....	8,250			
2 " B <sup>1</sup> , 15 ft. 1 $\frac{3}{4}$ in.....	631			
14 " A, 15 ft. 4 $\frac{1}{2}$ in. to 15 ft. 9 $\frac{1}{2}$ in.....	2,621			
6 I 6-in., 40, 3 ft. 11 $\frac{1}{8}$ in.....		307	3 50	10 75
12 < 3 x 3, 4 in.....	}	26,893	3 25	874 02
112 3 $\frac{1}{2}$ x 3 $\frac{1}{2}$ , 12 in.....				
14 6 $\frac{1}{2}$ x 4, 15 ft. 4 in., 17 ft. 8 in.....				
14 6 $\frac{1}{2}$ x 4, 15 ft. 4 in., 17 ft. 8 in.....				
32 4 $\frac{1}{2}$ x 3, 16 ft. 11 $\frac{7}{8}$ in., 20 ft. 0 $\frac{1}{4}$ in.....				
32 4 $\frac{1}{2}$ x 3, 16 ft. 11 $\frac{7}{8}$ in., 20 ft. 0 $\frac{1}{4}$ in.....				
64 3 x 3, 16 ft. 11 $\frac{7}{8}$ in., 20 ft. 0 $\frac{1}{4}$ in.....				
232 T 5 x 2 $\frac{3}{8}$ , 20 $\frac{1}{4}$ , 20 $\frac{3}{8}$ and 26 in.....				
		3,607	3 75	135 26



U.—Continued.

Description of Iron.	Net Weight.	Total.	Price.	Amount.	
			cts.	\$ cts.	
2,400 3/4 × 0 3/4, &c., 26 ft. 9 3/8 in. to 45 ft. 5 1/4 in.....	24,430				
8 3 × 0 3/4, 45 ft. 5 1/4 in.....					
40 4 × 1, &c., 17 ft. 0 1/8 in., 18 ft. 1 7/8 in.....					
8 1 1/2 upset rods, 44 ft. 1 3/4 in.....					
4 1 1/2 " 22 ft. 7 in.....					
8 1 1/2 & 1 1/4 upset rods, 23 ft. 4 in., 23 ft. 4 1/4 in.....					
12 1 1/8 upset rods, 15 ft. 10 1/2 in., 24 ft. 11 in.....					
8 1 1/4 " 24 ft. 10 1/4 in.....					
10 10 upset and bent rods, 17 ft.....					
8 1 1/2 " loop " 8 ft. 7 3/4 in.....					1,712
8 1 screw rod 44 ft. 1 1/4 in.....					
32 1 in. and 0 7/8 in. □ loop swivels, 9 in.....	275				
4 2-in. eyebolts, 22 3/8 in.....					
8 1 1/2 in. " 15 in., 19 in.....	321				
10 1-in. " 12 3/4 in.....					
4 3 × 0 3/4 bale, 16 in.....	352				
8 2 1/2 × 0 1/2 " 16 in.....					
10 2 × 0 1/2 " 14 in.....					
		32,849	3 75	1,231 84	
8 1 1/2 hacked bolts, 12 in.....	41				
4 3/4 top bolts, 17 1/2 in.....					
4 2 × 0 1/2 straps, 27 in.....	30				
7 27 × 0 3/8 plates, 17 ft. 6 in., 17 ft. 8 in.....					
32 21 × 0 3/8 " 16 ft. 11 3/8 in., 20 ft. 0 1/4 in.....	11,926		4,177	3 65	152 46
4 11 × 0 3/8 " 12 1/2 in.....			179		2 85
4 10 × 0 1/2 " 12 in.....	1,154				3 50
56 7 1/2 × 0 1 1/2 " 17 1/4 in.....			455		3 10
28 6 × 0 3/8 " 17 1/2 in.....	1,458				3 40
4 4 1/2 turned pins, 27 in.....			505		3 20
26 3 7/8 " 17 1/2 in. to 26 3/8 in.....	105				
6 1 1/2 " 19 1/2 in. to 20 7/8 in.....			311		
22 2 1/2 turned rollers, 22 1/8 in. to 22 7/8 in.....	90				
8 4 1/2 hex pin nuts, 1 3/8 in.....			321		
52 3 7/8 " 1 in.....	481				
12 1 1/2 " 0 3/4 in.....			1,813		
4 1 1/2 pin bolts, 10 3/8 in.....	489				
8 1 " 8 1/2 in.....			1,316		
24 0 " 9 in., 17 1/2 in.....	2,197				
20 1 in. powd bolts, 7 1/2 in., 16 1/2 in.....			708		
4 0 1/2 in. " 5 1/2 in.....	4,710				
240 0 in. " 3 1/2 in.....			35		4 00
16 0 1/2 in. " 2 in., 2 3/8 in.....	78				3 10
40 2 × 2 1/2 bent flats, 2 ft. 2 in.....			22 1/2		11 00
	138				
2,704 0 rivets, 1 3/8 in., 1 1/4 in.....			25		
1,952 0 " 1 1/2 in.....	18				
4,776 0 " 2 1/2 in., 2 3/8 in.....			12		
4,482 0 " 2 3/8 in., 2 3/4 in., 3 1/2 in.....	91				
981 0 " 3 in., 2 1/2 in., 2 1/4 in.....			146		
	20				9 00
58 0 7/8 " 3 1/2 in., 2 1/2 in.....			2		8 00
20 2 and 2 1/4 hex. nuts, 2 in., 2 1/4 in.....					6 00
12 0 1/2 and 1 1/8 " 0 3/4 in., 1 1/8 in.....					
64 1 1/2 " 0 3/4 in., 1 1/8 in.....					
16 1 1/2 " 1 1/2 in.....					
24 1 1/2 " 0 3/4 in., 1 1/8 in.....					
18 1 1/4 " 1 1/2 in.....					
40 0 1/2 " 0 3/4 in.....					
240 0 " 0 3/8 in.....					
40 1 in. " 1 in.....					
26 1 1/4 × 2 1/4 washers.....					
		145,224		4,896 91	

U.—Concluded.

	\$ cts.	\$ cts.
LABOR—Machine shop .....	843 03	
Hydraulic .....	184 84	
Smith .....	95 40	
Patterns .....	71 86	
Templets .....	32 72	
Cold saw .....	15 14	
Shears .....	4 60	
Mill charges .....	3 78	
Extra painting .....	3 88	
Boxes. ....	10 00	
Painting, &c .....	85 80	
Paint and brushes .....	44 92	
		1,400 97
		6,297 88

V.

PHILADELPHIA, 30th Dec., 1830.

MESSRS. CLARKE, REEVES & Co.,

Bought of THE PHENIX IRON COMPANY.

Description of Iron.	Net Weight.	Total.	Price.	Amount.
<i>For two 200 Single Track Deck Spans, Vermillion River Bridge, Wabash Railway.</i>				
8 cast end chord pieces.....	}	34,935	2 10	733 64
40 " inter chord pieces.....				
4 fixed cut, 4 roller cut pieces .....				
40 inter post cut pieces .....				
8 post heads, 8 wall plates .....				
56 templates, 60 eyebolt washers. ....				
90 ball washers, 104 check washers. ....				
8 studs and pins, 9 washers .....				
102 washers, 80 brackets.....				
32 brass washers for pin bolts .....				
24 6 segment columns, 62, 81, 90 ft., 14 ft. 5 1/8 in., 14 ft. 7 3/10 in .....	146,352			
28 6 segment columns, 100, 70, 29, 6 1/2 ft. ....				
40 4 C columns, 25 to 50 in., 25 ft. 4 3/4 in.....	45,599			
8 4 B2 " 20 " 25 " 11 3/8 " .....	}	191,951	2 45	4,702 80
8 " " 15 " 15 " 17 5/8 " .....				
32 4 A " 9 " 14 " 6 " to 16 ft. 2 7/8 in....				
48 1, 1 1/4, 1 1/2 and 1 3/4 upset rods 39 ft. 3 in.....	13,243		2 95	408 69
128 7/8, 1 1/8 and 1 3/8 in. square-loops swivel, 9 in.....	1,599			
		14,842	2 70	400 73
16 5 X 1 3/8 in. eyebars, 30 ft. 7 3/8 in.....	}	144,567		
16 5 X 1 5/8 " " 40 " 7 5/8 " .....				
16 4 1/2 X 1 3/8 " " 40 " 7 5/8 " .....				
16 4 X 1 3/2 " " 40 " 7 5/8 " .....				
16 3 1/2 X 1 " " 40 " 7 5/8 " .....				
16 5 X 1 1/2 " end pieces, 15 " 4 1/2 " and 14 ft. 11 1/4 .....				
48 5 X 1 1/2 X 2 in. " 15 " 4 1/2 " .....				
32 5 X 1 3/2 in. " 15 " 4 7/8 " .....				
72 5 X 1 3/8 X 1 1/2 in. end pieces, 15 ft. 4 7/8 in.....				



V.—*Concluded.*

		Amount.
	\$ cts.	\$ cts.
LABOR—Machine shop.....	1,914 47	
Hydraulic .....	490 06	
Patterns-smith.....	497 65	
Templets.....	14 76	
Carpenter.....	7 43	
Cold saw .....	18 83	
Shears.....	1 84	
Boxes.....	18 00	
Paint and brushes.....	130 25	
Painting, &c.....	266 22	
		3,659 51
		\$16,932 37

Order put in shops 24th Sept., 1880.

Material average.....	2 <sup>5</sup> / <sub>70</sub> <sup>3</sup> / <sub>9</sub>
Labor.....	3·282

W.

*Copy of Telegram from Phoenix Iron Co., Philadelphia, to I. C. Reeves.*

OTTAWA, 17th December, 1880.

Price of finished columns, three and one-tenth. Eye-bars, three and four-tenth cents per pound. How many are wanted? Send specification.

PHENIX IRON CO.

X.

*Copy of a Telegram from Kellogg & Maurice, Athens, Pa., to I. C. Reeves.*

OTTAWA, 5th January, 1881.

September and October last three and a half cents per pound was the ordinary price for our contracts similar to Chaudière.

KELLOGG & MAURICE.

Y.

PHILADELPHIA, 6th December, 1880.

GENTLEMEN,—Yours of 6th inst. received, and in reply to same shall be pleased to furnish you with bars, ordinary size, at a bare price of 2<sup>35</sup>/<sub>100</sub>c. per pound, and angle at 2<sup>6</sup>/<sub>10</sub>c., f.o.b. cars at our works or in Philadelphia. Wide plates at 2<sup>8</sup>/<sub>10</sub>c. Castings we do not make. Shall be pleased to hear from you again if in want of any of the sizes that we make.

Yours truly,  
A. & P. ROBERTS & Co.

*Messrs. Clarke, Reeves & Co.*

## Z.

PHENIX IRON CO., PHILADELPHIA, 6th December, 1880.

In reply to your inquiry for prices of iron for bridge purposes we quote you as follows:—

Bars.....	2 $\frac{4}{10}$	c. per lb.
Angle ..	2 $\frac{5}{10}$	"
Column segments.....	2 $\frac{6}{10}$	"
Castings.....	2	"

Very truly yours,  
GEO. GERRY WHITE.

Messrs. Clarke, Reeves & Co., Philadelphia.

COLLECTOR'S OFFICE, CUSTOM HOUSE, OTTAWA, 11th Dec., 1881.

SIR,—A dispute having arisen between Messrs. Clarke, Reeves & Co., Contractors for erection of the Chaudière Bridge, over the Ottawa at this city, with regard to the value or price of the iron paying duty, I hereby appoint you one of the valutors under 40 Vic., Chap. 10, Section 45, and it is desirable you should be here on Tuesday morning, 14th inst.

If there is any sufficient cause why you cannot be here at that time, please advise by telegram.

I have the honor to be, Sir, your most obedient servant,

Z. WILSON *Collector*.

JOHN TAYLOR, Esq.,

Messrs. John Taylor & Brothers, Montreal.

COLLECTOR'S OFFICE, CUSTOM HOUSE, OTTAWA, 13th Dec., 1881.

SIR,—A dispute having arisen between Messrs. Clarke, Reeves & Co., Contractors for the Chaudière Bridge, at the City of Ottawa, with regard to the value or price of the iron paying duty. I hereby appoint you one of the valutors under 40 Vic., Chap. 10, Section 45, Customs Act. It is desirable that you should be at the Custom House on Tuesday morning, 14th inst.

I have the honor to be, Sir, your most obedient servant,

Z. WILSON, *Collector*.

A. FLECK, Esq.,

Vulcan Iron Works, Ottawa.

## REPORT OF ARBITRATORS AND DECISION OF COLLECTOR OF CUSTOMS.

COLLECTOR'S OFFICE, CUSTOM HOUSE, OTTAWA, 17th February, 1881.

SIR,—I have read over and closely examined all the evidence, together with the invoices submitted to the merchant appraisers appointed to examine and report upon the value of the iron used in the erection of the Chaudière Bridge, all of which you will receive herewith.

I think you will agree with me that a great part of the evidence is irrelevant to the question at issue. As you will have to go over all the papers now submitted, it precludes the necessity of my making any extended remarks.

I would have been satisfied if the importers had paid duty on \$5.00 per hundred pounds on the gross weight, but so much good evidence preponderating in favor of value at \$5.25 to \$5.40, that I cannot for a moment hesitate to endorse the report of Mr. Fleck, one of the merchant appraisers, and I, therefore, as Collector of Customs at this Port, by authority of the Act 40 Vic., Chap. 10, Section 45, declare the true

value of the iron used in the erection of the Chaudière Bridge, imported by Messrs. Clarke, Reeves & Co., to be five dollars and twenty-five cents per hundred pounds, and that duty should be collected on that value.

I also enclose herewith the reports of John Taylor and Alexander Fleck.

I have the honor to be, Sir, your obedient servant,

Z. WILSON, *Collector.*

J. JOHNSON, Esq., Commissioner of Customs.

OTTAWA, 7th February, 1881.

SIR,—As one of the appraisers appointed by you under Section 45, 40 Vic., Cap. 10, to act in conjunction with Mr. John Taylor, of Montreal, to make an appraisement of the bridge iron-work, imported from the United States by Messrs. Clarke, Reeves & Co., of Philadelphia, contractors for the iron-work in the Chaudière Bridge, and having throughout the various stages of this arbitration, in conjunction with Mr. Taylor, heard all the evidence adduced, and failing to agree with my co-arbitrator in the matter of our award, as the result of the investigation I beg to submit the following report:—

That, having been duly sworn and having read the appraiser's (Mr. McAgy's) report—extracts of which are hereunto annexed and the documents attached thereto—and having taken communication of the engineer's specifications as to the quality of iron required for the bridge, I, in company with Mr. Taylor, made a careful examination of the bridge from end to end. An adjournment then took place until Tuesday, 21st December, when the enquiry was opened at the Custom house.

During the time of recess I made a second examination of the bridge, assisted by Mr. Merrill, secretary of the appraisers, who is a mechanical engineer. A large number of quotations of prices from leading bridge builders in the United States, marked C, were laid before us, showing that the average value of such iron as was required for the Chaudière Bridge would be about \$4.71 per 100 pounds.

Mr. Job Abbott, Chief Engineer of the Wrought Iron Bridge Company of Canton, Ohio, testified under oath that the market value of the iron was \$4.95 per 100 lbs. at the works of the importers.

Mr. W. H. Fraser, one of the Dominion Appraisers, having visited several bridge building establishments and rolling mills in the United States, during the month of November last, for the purpose of obtaining the values of bridge iron, testified that the value of iron in various kinds of bridges was from five cents to six cents per lb. at the time of shipment by Clark, Reeves & Co., of the iron for the Chaudière Bridge.

We also had laid before us three Custom House entries, made during the past summer of bridge iron, at the Port of Clifton, Fort Erie and Emersou, when the values were five, five and a-half and five and three-quarter cents per lb. respectively. The entry made at Clifton was by Clark, Reeves & Co., the parties in the present case, who then, through their cashier Mr. I. C. Reeves, July 10th, 1880, swore that the value of the iron was five cents per lb. This affidavit the Collector of Customs at Clifton did not think satisfactory, he therefore demanded by telegraph from Clark, Reeves & Co., the market value of the iron at the date of shipment, to which a reply from the firm of Clark, Reeves & Co., stated five and a-half cents per lb.

The evidence above recited would appear very clearly to establish the fact, that the iron under seizure had been largely undervalued, but, in order that there might be no doubt on the subject, Mr. Taylor, one of the arbitrators in this case, and who represents an extensive bridge building company in the United States—the Edgemoor, Co. of Delaware, and who tendered for the bridge—forwarded the following despatch to his principals 18th December, 1880: “What would you consider fair price for wrought iron work of Chaudière Bridge, Clark, Reeves & Co's., design? Shipment was made one-half in August, remainder in October. Please be explicit, answer by telegraph here.”

To which he received the following reply marked I:—

WILMINGTON, Del., 18th December, 1880.

“When bidding for Chaudière Bridge last March, I estimated Phoenix Iron Company’s work to cost them, delivered at Ottawa exclusive of Canadian duty and profit, 5·68 cents per lb. The duty I estimated at 1·32 cents per lb. making total cost to them seven cents per lb. and total cost of bridge \$197,000·00, against which sum I based my bid price in August and October last, about one cent per lb. lower than in March.

G. H. SELLERS.”

Against this evidence Mr. Isaac Cooper Reeves, on behalf of Messrs. Clark, Reeves & Co., and cashier of the firm, filed three affidavits, certified to by the British Consul at Philadelphia. The affidavits here referred to cannot be accepted as a criterion, so far as the value of bridge iron is concerned, inasmuch as the iron mentioned in the affidavits is not stated to be double refined, and double rolled, and of such quality as called for in the specification of the Chaudière Bridge.

He also filed a newspaper, the *Daily Evening Journal* of Minneapolis, Minn., marked T giving a list of the tenders for a highway carriage bridge, to show that Mr. Abbott’s evidence was incorrect. Mr. Reeves stated that the Canton Bridge Company had tendered at the rate of two and three-quarter cents per lb. at their works, whilst the cost of the material tendered for by Clark, Reeves & Co., at their works would be three and a quarter cents per lb. In rebuttal of this statement Mr. Abbott was again requested to appear and make explanation, produce papers and give evidence with respect to the said highway bridge at Minneapolis. His statement will be found on page 5. Mr. Reeves filed a letter from Clark, Reeves & Co., Phoenixville, dated 7th January, 1881, which read as follows:—

“In the absence of Messrs. Bonzano and Bowman in New Orleans, I send you below details of tender of Minneapolis bridge, as I find them in Mr. Bowman’s estimate sheet:—

“ Ordinary bar iron.....	\$2 46
“ Freight.....	0 60
“ Labor.....	0 94
“ Erection.....	0 80
“ Profit.....	0 60
“ Total.....	\$5 40 per 100 lbs.

“The price quoted in Mr. Bonzano’s tender is as follows:—

“ For iron spans erected with iron floor beams.....	54,380
“ For floor.....	9,360
“ For railing.....	6,240
	<u>\$69,980</u>

“I. C. REEVES.”

With the above facts and figures before me, together with the clear and convincing evidence of Mr. Abbott, who now again appeared as requested, regarding the Minneapolis bridge, I consider I should embody in this report his testimony, to shew how absurd and unreliable Mr. Reeves’ testimony has been relative to the bridge in question.

Indeed, I consider the prices above quoted in the letter signed by Mr. Reeves quite sufficient to establish the undervaluation of the Chaudière Bridge, had no other evidence been submitted.

Mr. Abbott, in reply to my question, stated “that he had seen the newspaper marked T, and was also aware the Wrought Iron Bridge Co. of Canton had been

awarded the contract of the Minneapolis bridge, on the proposal marked D to 3 in the list of bids given in the paper; but it is *not true* that they sold this ironwork at 2 $\frac{3}{4}$ c. per lb. When in Canton, on the first of this month (January), I made a careful examination of the detailed estimates made by my assistants and our State agent, on the weight and cost of the Minneapolis bridge. The total weight of iron estimated to be required for the construction of this bridge is about 908,000 lbs., which, at the contract price of \$56,500, amounts to 6 $\frac{2}{10}$ c. per lb. for the ironwork erected complete. The cost of the freight from the shop to the site, lumber required for flooring the work, and the whole expense of erection and painting, will amount to about 1 $\frac{4}{10}$ c. per lb., making the price we received for the ironwork on board cars at the shop about 5 $\frac{1}{10}$ c. per lb. instead of 2 $\frac{3}{4}$ c. per lb., as stated by Mr. Reeves. The requirements for quality of iron are far less severe than those laid down for the Chaudière Bridge; and taking these facts into consideration, I think that 5 $\frac{1}{10}$ c. per lb. for work of the weight and requirements of the Chaudière Bridge would be equivalent to the 5 $\frac{1}{10}$ c. per lb. received for the Minneapolis bridge at the works."

The invoices filed by Mr. Reeves from the Phoenixville Iron Co. to Clark, Reeves & Co. are for material partially manufactured, which fact must not be lost sight of. The invoices are under date 5th October, 11th October, and 17th December, 1880, and are not the prices of March, as Mr. Reeves stated in his evidence. The following is a list of March prices, as taken from the *American Manufacturer*, an acknowledged United States authority, as compared with the Phoenixville Iron Co., per invoices of October and December:—

	American Manufacturer.	Phoenixville.
Angle iron .....	\$4 45	\$3 25
Beams .....	4 60	3 50
Plates .....	4 45	3 01
Castings.....	4 00	2 90
T's .....	4 60	3 25
Bridge bolts, upset ends.....	6 75	3 75
Cast-iron washers.....	3 25	2 90
	\$32 10	\$22 56

Making an average per lb., per the *American Manufacturer's* report, of say 4.59 per lb., and of the Phoenixville Co. of 3.22 per lb.

The invoices above referred to from the Phoenixville Co. show an average value of 3 $\frac{4}{10}$ c. per lb. Add to this 3 $\frac{4}{10}$ c. for manufacture, which is equal to 4.24c. per lb.; to this a profit of 15 per cent. must be added, say 1 $\frac{6}{10}$ c. per lb., and the freight to frontier ports of the United States, say 3 $\frac{5}{10}$ c. per lb., making a total value for duty, according to the invoices of the Phoenixville Co. to Clark, Reeves & Co. of 5.23c. per lb.; thus shewing a studied intention on the part of Clark, Reeves & Co. to defraud the revenue by their entries of ironwork in the Chaudière Bridge at the rate of 3 $\frac{5}{10}$ c. per lb.

Mr. Reeves also stated, in answer to a question from me, that it was the usual practice of his firm to enter bridge work at other ports of entry, the same as the invoices passed for the Chaudière bridge at the port of Ottawa, and not in detail.

This is distinctly contradicted by the evidence of the invoices produced and filed by Mr. Reeves, which invoices give the value in detail from the Phoenixville Iron Co. to Clark, Reeves & Co., in which also are found rivets, hexagonal nuts, &c., &c., invoiced at from 4c. to 12c. per lb, whilst the same items are invoiced in this case at the port of Ottawa at 1 $\frac{1}{2}$ c. per lb., under the name of *fittings*, thereby decreasing the average value per lb., which is not only an undervaluation but a fraudulent and a gross violation of the law.

In reply to the question: "is not the value of bridge iron based upon the market price of pig and bar iron?" Mr. Reeves replied, "Yes; certainly."



Such would not seem to be the case in this particular instance, as the price of pig iron during the months of September, October and November was \$25 per ton of 2,240 lbs. Castings are invoiced at  $1\frac{1}{8}$ c. per lb., or equal to \$25.20 per ton, average wastage in smelting 10 per cent. cost of fuel, wages, etc., all to cost only 20c. per ton, which, of course, is an absurdity.

That the market price of pig iron has not been a basis of value by this firm, is evident from their entries of 1877. When pig iron was worth \$18.87 $\frac{1}{2}$  per ton, they entered finished bridge iron at about  $3\frac{2}{10}$ c. per lb. In 1878, when the average price of pig iron was \$17.62 $\frac{1}{2}$  per ton, their entries for bridge iron were about  $3\frac{3}{10}$ c. per lb., and in 1880, when pig iron was worth \$25 per ton, their entries at this port are at the rate of  $3\frac{5}{10}$ c. per lb. I beg to call your special attention to the discrepancy in the evidence of Mr. Reeves in the item of castings, and also to the evidence of the Commissioner of Customs, Mr. Johnson, Job Abbot, Esq., Mr. Jameson, of the Hamilton Bridge Co., and Mr. Appraiser Fraser.

Mr. Reeves, in reply to the question relative to a conversation with the Commissioner of Customs on the item of castings, could not recollect that he had admitted to that gentleman that he had entered castings too low, until the sworn statement of the Commissioner made it very plain to him that he had done so. Again, Mr. Reeves states that "it has been said that the castings have been put in at  $1\frac{1}{8}$ c. per lb. in the entry at Ottawa, when in reality they were entered at  $2\frac{1}{8}$ c. per lb. by adding 1c. per lb. to the total weight of iron entered for shop and machine work," Mr. Reeves having previously sworn positively that there was no work on the castings, which I believe was false, and I secured plans and evidence to prove the same, which was also substantiated by the evidence of Messrs. Abbott and Jamieson, my own experience, of course, endorsing their evidence. In conclusion, I am forced to state that Mr. Reeves' evidence from first to last has been emphatically contradicted by the sworn statements of gentlemen above reproach, and whose knowledge is beyond dispute. Mr. Reeves, on the other hand, has given evidence with a view to deceive the Appraisers; in other words, he displayed so much ignorance in his evidence as to castings that I was forced to conclude that he was either ignorant of the value of iron and labor, or was swearing falsely. His whole course has been one of vacillation and self-contradiction, tending to weaken the cause he was defending. It certainly was not by insinuating improper motives to the officers, who in the simple discharge of their sworn duty have made this seizure, that he can relieve himself of the suspicion of having intentionally attempted to defraud the revenue.

Had the iron under seizure been entered at the *true market value* it seems to me, as it would seem to any intelligent person, that either the engineer of Clark, Reeves & Co., Mr. Bonzano, or some one of the firm having a practical knowledge and a thorough acquaintance with the value of iron-work, would have been present at the investigation before the appraisers or had the firm been as innocent as Mr. Reeves would lead the appraisers; to believe, he would have had one or two prominent bridge builders from the United States before the appraisers to substantiate his values. I must infer, therefore, that his testimony could not be sustained, as all the parties alluded to were conspicuous by their absence.

In estimating the value of iron, the quality called for in the specification must be carefully considered, as it calls for castings made from the best gray pig-iron, and the bars to be double-refined and doubled-rolled, and all materials used to undergo satisfactory tests before and during manufacture.

From my intimate acquaintance with the value of iron, acquired by an experience of upwards of fifty years spent in the trade in Great Britain and the Dominion of Canada, and also having erected several iron bridges for the Grand Trunk Railway. I feel that I can speak with confidence on the subject. Without the evidence before me I would have felt perfectly justified in appraising the iron-work for duty at the rate of \$5.50 per lb. But after a careful examination of the evidence before me, and being desirous of giving an equitable decision, I hereby declare the fair market value of the iron bridge work at the frontier port of the United States to be \$5.25 per lb., and that the duty be levied accordingly.

I would respectfully submit the following list of prices of bridge iron of several American manufacturers, in support of my award :

Names of Parties.	Price per 100 lbs.	Freight.	Total.
Leighton Bridge Co.—Entry at Fort Erie.....	\$5 00	\$0 35	\$5 35
Clark Reeves & Co.—Entry at Clifton.....	5 50	0 35	5 85
Job Abbott.—Canton, Ohio.....	4 95	0 35	5 30
Phoenixville Iron Co.—Pennsylvania.....	5 24	0 35	5 59
A. Jameson.—Hamilton, Ont.....	5 00	0 35	5 35
Edgemore Iron Co.—Wilmington, Del.....	4 68	0 35	5 03
D. W. Carroll & Co.—Pittsburgh, Pa.....	5 50	0 35	5 85
Total.....			\$38 32

Being an average on the whole of \$5.47 per lb.

I cannot conclude this report without calling the attention of the Customs Department to the necessity, forced upon me in the course of this investigation, of a strict system of inspection into all entries for iron-work imported into the Dominion, and especially to the necessity of sending a competent appraiser or expert to the different ports when entry is offered of bridge work, such entries having been made at  $3\frac{1}{2}$ c.,  $3\frac{1}{4}$ c. and  $3\frac{1}{2}$ c. per lb., whereas the same should have been 5c.,  $5\frac{1}{2}$ c. and 6c. per lb., this would seem to call for a most thorough investigation into entries which have been made at these prices, as an enormous amount of revenue must have been lost to the Government, by fraudulent customs entries in the matter of bridges.

All of which is respectfully submitted,

ALEX. FLECK.

Z. WILSON, Esq., Collector of Customs, Ottawa.

*Extract from the Report of Mr. MacAgy, marked B.*

1. Cost of the bridge as entered for duty, with freight, duty and cost of construction, and the amount of money to be paid to Messrs. Clarke, Reeves & Co. by the Quebec Government for the bridge.

Cost as per entries.....	\$6,971 00
Duty paid Collector of Customs.....	21,742 75
Freight on 1,238 tons at \$7.09 per ton, 2,000 lbs.....	8,777 42
Cost of erection, false works, paint, &c.....	15,000 00
	\$132,491 17
Contract price to be paid.....	194,000 00
Profit, say.....	\$ 61,508 83

This exhibits a profit of about 50 per cent. in addition to the profit as a manufacturer of iron; taken in connection with the very strong competition both in the United States and Canada, seems very improbable.

2. So high is structural iron held in the United States that some of the largest firms declined to quote prices as they did not think they could compete with English or continental manufacturers. I refer you to a letter enclosed from Keystone Bridge Co. of Pittsburgh, No. 10.

3. I have been credibly informed that the Grand Trunk Railway Co. paid between five and six cents per lb. for bridge iron similar to that of the Chaudière Bridge this summer, exclusive of duty and cost of false works used in erection.

OTTAWA, 4th February, 1881.

SIR,—I herewith respectfully present my report on the dispute between the Customs Department and Clarke, Reeves & Co., of Philadelphia, as an appraiser appointed by you.

1. Clarke, Reeves & Co., a firm of bridge builders of Philadelphia, U.S., by a contract with the Quebec Government erected the iron superstructure of the bridge over the Ottawa River, now known as the Chaudière Bridge.

2. The call for tenders was made by the Quebec Government in March, 1880, and extended to April 1st.

3. The material was imported from the United States in various lots during the months from August to December, 1880.

4. Each lot on its arrival was entered for duty by Clarke, Reeves & Co. upon documents specifying in detail the character of the shipment and its value.

5. On the 27th November the importers were notified by the Collector of this Port that unless they submitted to a higher valuation for duty of the iron work that had been entered "two discreet and experienced merchants would be selected to appraise the bridge."

6. Clarke, Reeves & Co. refused to comply with this demand, whereupon the collector appointed two appraisers to examine and appraise the material.

7. The importers comprise one firm of a number known as bridge-builders. In this line of business the stock in trade would appear to be engineering skill and money capital. None of them make or roll their own iron, and but a few have shops and machinery for preparing iron for structures after it comes to them from the mill.

8. The manufacture of bridge and structural iron is a business almost if not entirely distinct in itself. The leading mill companies engaged in it are enumerated in the evidence of Abbott, and among them will be found the Phoenix Iron Co.

9. The bridge builder when about to tender for work, or after having secured it, places his specification in the hands of some one or more of these bridge-iron makers and concludes an arrangement for supplies at a fixed price, upon this price he bases his tender, or buys for contracts in hand.

10. This is the bridge-builder's market, and it is here among the competitors of the Phoenix Iron Co. that evidence may be looked for, or "the fair market value" discovered.

11. Clarke, Reeves & Co., in defence of their entry values fyle the ironmaker's invoice—the Phoenix Iron Co.

12. The prices therein charged were those fixed by the contracting parties when the tender was about being prepared for the bridge in March, 1880.

13. The average cost of the material per 100 lbs., as invoiced by the Phoenix Iron Co. ....	\$4 22
Clarke, Reeves & Co's. entries average ... ..	3 53

0 69

14. Between the date when tenders were called for and date of entry or shipment there was a fall in the price of iron. Taking quotations given in the *Iron Age* newspaper as a guide, the difference of price in structural iron amounted to \$1.42½ per 100 lbs. Allowing one cent abatement, the importers even then would not appear to have taken undue advantage of this circumstance.

15. On further comparison, the Phoenix Iron Co's invoice shows an excess in the weight of material over that entered by Clarke, Reeves & Co.

Total weight vide "Phoenix" invoice.....	2,566,453 lbs.
Total weight of material entered.....	2,468,829 "

Difference. ....	97,624 lbs.
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16. This differences arises from two causes: 1st. There were a number of columns made and sent on here in mistake; when discovered, they were returned in

bond, and thus, while the weight appears in this invoice of the Phoenix Iron Co., they did not form an item for entry.

Weight of iron returned..... 28,196 lbs.  
68,428 lbs.

This, the actual discrepancy, is the  $2\frac{1}{2}$  to 3 per cent. of "scrap" or "waste," arising from trimming, punching and otherwise reducing bars, &c., to adapt them to their places in such structures. This item is resold at current rates for "scrap" which, at the present time delivered on the premises, is worth about  $1\frac{1}{2}$  per lb, equal to \$781.06.

17. The castings in the entries weigh 204,206 lbs. The objections raised to the way they appear in the document for entry are of a technical character. There is no doubt that they could be supplied at a corresponding price in this country, for a contract of such dimensions.

18. Here I may refer to the difficulties in the way of arriving at collateral evidence from the United States market without making a special visit. As the cost of the material in a bridge varies with its dimensions and character, so enquiries, even when made by those whose line of business and financial standing would command attention, can only be answered in vague terms and nominal prices, generally concluded by a call for specifications.

But when these enquiries are made by persons not engaged in bridge-building, or without business reputation, the answer, if containing prices at all, must be regarded as worthless from an appraiser's point of view.

The fact that such enquiries have been made by an official in the Treasury Department, as well as by officers connected with the Customs, does not enhance the value of the replies. For, apart from such considerations above-mentioned, as may apply, the opportunity may be taken advantage of, by the envious and disappointed, to thus surreptitiously wound a successful competitor.

19. It would have been more satisfactory to me had it been convenient to commission any two of those officially engaged in this appraisal to visit the market in the United States on this business. Something, also, approaching a criterion might have been arrived at for future entries of such material. But, while endeavoring to act in the spirit of the law, already provided for guidance in these disputes, I can see no other way of treating the bridge-builder, whether of a foreign corporation or a domestic one, than as an importer of material for consumption in the country, without regard to its ultimate use except in so far as that might assist in classifying it for duty.

20. Therefore, from my view of this case, I am of opinion that, upon the whole, the valuation of the material imported by Clarke, Reeves & Co. has been entered by them at the fair market value for such material in the markets of the country whence the same was exported directly to Canada.

I am, Sir, your obedient servant,

JOHN TAYLOR.

Z. WILSON, Esq., Collector of Customs, Ottawa.

#### APPOINTMENT OF ARBITRATORS AND EVIDENCE TAKEN BEFORE THEM.

CUSTOM HOUSE, OTTAWA, 21st December, 1880.

Appointment as arbitrators—An Act to Amend and Consolidate the Acts respecting Customs.

Sec. 45. Two merchants to be appointed to appraise the goods.

Sec. 32. What shall be deemed the fair market value for duty ad valorem?

Fair market value of goods to be considered at the time of arrival at the port of entry (ruling by the Collector of Customs.)

Invoices of Clarke, Reeves & Co., 14th August to 6th October, 1880:—

Total weight of iron entered to date, 23rd November.	2,461,454 lbs.
Of which there is wrought iron.....	2,268,042 “
do castings.....	193,412 “
Total value represented in invoices.....	\$86,971 00
Duty paid.....	21,742 75

Description of iron work as per sheet marked B:—

Girders, eyebars, rods, pins, bales, bolts, loops, floor beams, angles and plates, 1,443,861 lbs., at $2\frac{1}{2}$ cts.	\$36,097 00
Columns.....	788,670 “ 3 “ 23,660 00
Plates.....	1,572 “ $2\frac{6}{10}$ “ 41 00
Fittings, turned pins, &c..... lbs.	32,817
Angle brackets....	1,122
Castings.....	193,412
	<hr/>
	227,351 lbs. at $1\frac{1}{8}$ “ 2,558 00
	<hr/>
Total quantity, 2,461,454 lbs., value.....	62,356 00
Add to value for cost of manufacture, 1 cent per lb ....	24,615 00
	<hr/>
	\$86,971 00

2,461,454 lbs.; value, \$86,971; duty, 25 per cent. ad valorem, \$21,742.75.

*Evidence of Joseph Thomas Bartram, Surveyor of Customs for Port of Ottawa.*

“I submit invoices from Clarke, Reeves & Co. on which duty has been paid, bearing entry Nos. 803, 1364, 1630, 1734, 1908, 2354, from which I have made an abstract marked A.

“I also submit correspondence relating to the under-valuation and seizure, including a letter from the Collector, requiring an amended entry for under-valuation, marked B.

“I also submit evidence of the values of similar iron from various sources in the United States, as addressed in letters to Fred. Toms, contractor, of Ottawa, marked C; also form of tender for the iron superstructure for the bridge issued by the Government, tenders for which were called for to the 1st April, 1880, marked D.

I also submit copy of invoices from Andrew Kloman, Pittsburgh, to Job Abbott, dated 4th October, 1880, for steel eyebars, at \$5.75 per 100 lbs., plus 75 cents per ton for hauling. I have no knowledge of the time at which the contract was made, or the time that has elapsed between the date of contract and this entry, if any, marked E.

“I also submit copy of invoice from Leighton Bridge Co., Rochester, N.Y., for the Grand Trunk Railway, Port Colborne, entered at Fort Erie, for bridge iron at 5 cents per pound, marked F, invoiced, 3rd April, 1880.

“I also submit invoices of Messrs. Clarke, Reeves & Co., Philadelphia, entered at Port of Clifton, date of invoices 2nd August, passed 11th August, 1880.” Isaac Cooper Reeves being duly sworn according to law deposed and saith, ‘that he is the cashier of the firm of Clarke, Reeves & Co., Philadelphia, that the price in American currency of seven thousand six hundred and twenty pounds of bridge iron, shipped by said firm to the Great Western Railroad, for bridge over public road at 130 mile post, on the 12th day of March, 1880, is at the rate of five cents per pound on said weight, marked G.

“I also submit an estimate made by Mr. Job Abbott, C.E., of the Toronto Bridge Co., giving value of iron at works in Philadelphia, at  $4\frac{1}{2}$  cents per pound, marked H.

*Evidence of Mr. Job Abbott, Chief Engineer of the Toronto Bridge Company, also of the Wrought Iron Bridge Company of Canton, Ohio, residence at Toronto.*

“ I have been more or less connected with bridge works since 1866, I have seen and am acquainted with the style of bridge over the Chaudière. There has been no material difference in prices of iron of the quality specified in the Chaudière Bridge, between August and October 1880; I should characterize the difference between those dates as that between a weak and a firm market. I have examined the statement marked A shewing the quantities and values of the iron entered for the Chaudière Bridge, and I do not consider the values there stated as representing the fair market values of said bridge iron work in the United States at the time of shipment. I understand the terms, girders and floor beams, given in statement A, to cover the cross floor beams at the panel points and the longitudinal track stringers, each of which is composed of plates, angles and rivets. I think the fair valuation of plates of the quality specified for this work, would be from  $3\frac{1}{10}$  to  $3\frac{1}{4}$  cents per pound, and of the angles from  $2\frac{3}{4}$  to  $2\frac{9}{10}$  cents per pound, and of the rivets of from  $3\frac{2}{3}$  to 4 cents per pound, making the average value of the material in these members not less than 3 cents per pound. The item of pins, from my observation of the structure, should be at least  $2\frac{3}{10}$  cents per pound. The item of columns, I understand, includes the segments of the columns as well as the rivets with which they are united, and I should consider the average value of the columns thus defined, as being  $3\frac{1}{2}$  cents per pound. I understand the term fittings to include nuts, short bolts, extra rivets, rollers and other details not specially classified under the other heads, and think the average value of fittings, as understood by this explanation, would not be less than 4 cents per pound. The term angle brackets, I understand, to cover the angle braces used between the posts and struts, and the value I estimate at  $2\frac{8}{10}$  cents per pound. The castings enumerated, I think, would have a fair market value of about  $2\frac{1}{2}$  cents per pound. The value of 1 cent per pound given as the cost of manufacture, does not in my opinion represent the addition to the cost of raw material which should be made to get at the market value of the iron, because my experience has been that 1 cent a pound would not represent much, if any more, than the actual cost of labor and supplies consumed in the process of manufacture, and a selling price for the work could only be arrived at by adding to the cost of material and labor, a percentage sufficient to cover the maintenance of plant and machinery, and the financial and general office expense of conducting the business, together with a reasonable profit. I consider 15 per cent. added to the cost of material and manufacture, as being the very least that could be added on that account to get a fair market value. I would add, that I would not be willing to sell iron work on board cars at our shop in Canton, Ohio, at a price that would give us less than 20 per cent. added to the cost of material and labor. Without carrying out the invoice in detail, I consider that a fair market value for this class of iron work in the United States, at the time the entries were made, would be about  $4\frac{1}{2}$  cents per pound for the complete iron work delivered on the cars at Philadelphia. I find by carrying out the values before stated on the invoice marked statement A, that the total net cost of the material and manufacture amounts to \$95,466.67; by adding 15 per cent. to this net cost, for reasons before stated, I get for a market value \$109,768.44, making an average value of 4.45 cent. per lb. I think the fair estimate of the cost of erection, painting, etc., which includes all trestle-work and everything appertaining to setting up the iron work and completing it ready for the wood work, would be worth about one-half cent per lb., or \$12,307 for the whole bridge. I do not think there are any bridge companies in the United States, where the business firm, which manufactures the bridge work, also manufactures the iron from which the bridge is constructed. The firm of Clark, Reeves & Co., Bridge Builders, I understand, procure their material from the Phoenix Iron Co., in which the partners of Clark, Reeves & Co. are largely interested, if not sole owners. I also understand that the Keystone Bridge Co., of Pittsburgh, procure the bulk of their material from the Union Iron Mills of Pittsburgh, Andrew and Thomas Carnegie being the principal owners in both the bridge company and mill. The Edgemoor Iron Co.

had erected a mill in connection with their shops at Edgemoor, but I am not certain as to whether the mill is in operation yet. The Delaware Bridge Co., or a company in which Mr. McDonald is engineer, have, as I understand, located their shops in the New Jersey Iron and Steel Co.'s yards, at Trenton, N.J. The other bridge companies are not, as I am aware, connected with any iron works, but buy their iron in the open market. In the case of a company not making their own iron, and I understand no bridge company does make its own iron, the usual practice is to ask prices from different makers of iron. There are several rolling mills in the United States making a specialty of what is called "structural iron," such as beams, channels, angles, T's, column iron, plates and bars; and it is from these mills that all bridge builders buy their iron. The following are the names of some of the leading rolling mills who make bridge iron a specialty, *viz*:—The New Jersey Iron and Steel Co., Trenton, N.J.; The Passaic Rolling Mill Co., of Paterson, N.J.; The Phoenix Iron Co., of Philadelphia, Pa.; The Pencoyd Iron Co., Philadelphia, Pa.; Carnegie Bros., of Pittsburgh, Pa., called the Union Iron Mills. There are other smaller mills who roll some kinds of bridge iron, such as plates, angles, T's and bars. I think the total amount of iron bridge work erected in Canada during this year will amount to \$700,000, of which about \$170,000 has been manufactured in this country. The greater portion of the iron used by the Toronto Bridge Co. is purchased in England and on the Continent, about 40 per cent. being manufactured in this country. The average cost of structural iron for a bridge like the Chaudière Bridge, and of the quality specified for the same, purchased in England and the Continent, laid down here October last, would be about 3 cents per lb., duty paid, for the cost of the material only."

JOB ABBOTT.

*Evidence of William Hugh Fraser, Dominion Appraiser, residence, Ottawa.*

"This matter of the Chaudière Bridge was submitted to me by the Surveyor of Customs, in accordance with the instructions of the Department. The figures and valuations as submitted by him, were approved by me. Since approving of the valuation I have visited a number of American cities, and am still further satisfied as to the correctness of the valuation. On the iron for the Chaudière bridge being released to Clarke, Reeves & Co., or their agent, after they had passed entry on the invoices marked entries 803, etc., etc., they agreed, by adding to the entry paper a promise to amend the entry if required to do so by the Department, in consideration of getting possession of their goods. I have examined the statement drawn up by Mr. Bartram, marked A, shewing the prices at which the iron was entered, and my opinion is the average cost, \$3.53 per 100 pounds, is below the fair market value for iron bridges in the United States. This opinion is formed upon my personal investigations conducted in the United States. I have no details of these investigations to give, the information being obtained personally from practical bridge makers by myself and others, I being present, and the prices or values ranging from five to six cents per pound in the United States. This information I obtained within the past two weeks. When asking for information I mentioned the time of shipment. These values relate to the time of shipment. I did not apply to the Phoenix Iron Company for prices or information. Being at Clifton in July and August last, in a conversation with the Collector for that Port as to value of iron bridges imported by Messrs. Clarke, Reeves & Co., I gave him the value as 5½ cents per pound."

Mr. Bartram being recalled, "states that the sum named in the report, signed by Mr. McAgly, Appraiser, to the Collector for freight, \$8,777.00, was arrived at from the original railroad bills from Phoenixville to Hull, being at the rate of \$7.09 per ton of 2,000 pounds."

Meeting of Arbitrators adjourned by Mr. Taylor to 4th January, 1881. Again adjourned by Mr. Taylor to 6th January, 1881.

Arbitrators met 6th January. Present—Messrs. Fleck and Taylor, Arbitrators; Collector Wilson and Messrs. Merrill, Frazer and Reeves.

OTTAWA, 6th January, 1880.

*Evidence of William Hugh Fraser Continued.*

“My duty is to have a supervision of the values of goods entered for duty. I have been connected with the Department since June, 1879. Prior to that I was Secretary of the Manufacturers Association since 1871. While secretary of that body it was my duty to become thoroughly acquainted with the various industries, and while secretary I had occasion to investigate many of the complaints of the members with respect to the undervaluation of American manufactures imported into Canada, which necessitated frequent visits to the United States. I might state that my knowledge of iron has been a favorite and special study for years.

“I might, say in continuation of my former evidence, the price obtained from Pittsburgh as per telegram marked L, was an average from August 1st to November 1st of 5½ cts. per lb. on board cars at that place; these quotations were given by Messrs. D. W. Carroll & Co.

“Another reason for giving my opinion for an undervaluation is, that I find in the invoices castings entered at 1½ c. per lb. I find castings and fittings have been entered at 1¼ c. per lb.; that in looking over the invoices I find no nuts; that in nuts in bridges of this kind, the price ranges from 6c. to 9c. per lb. I find on questioning Mr. Reeves, that nuts have been included with rods at 2½ c. per lb., while nuts of a similar size and quality, range from 6c. to 9c. per lb. I come to the girders, columns, eyebars and other shaped iron, and I find the undervaluation is out of all proportion to pig iron and the other kinds of merchantable iron.

“That the iron for bridges of a like character requires to be of a superior quality as compared with the usual ordinary mercantile iron. This iron requiring to be of an ultimate strength of 55,000 pounds to 60,000 pounds to the square inch.

“I would further state and put in evidence the prices of material by Andrew Kloman, shewing the prices of eyebars to be 5¼ c., plates 4¾ c., angle T's, etc., 4¾ c.; these prices are for March 10th, 1880, paper marked M and addressed to E. C. Barber, Ottawa. The next I submit is March 9th, from J. F. Bailey & Co., Philadelphia. Beams 4¼ c. per lb., channels 4½ c. per lb., plate iron 4½ c. per lb., angles 4c. per lb. and bars 4c. per lb., as per letter marked N, addressed to E. C. Barber, Ottawa.

“I would also desire to mention a fact that as collateral evidence of the undervaluation, that going back to the year 1876 the value of bridges was 5½ c. per lb., while pig iron was \$22,50 per ton, being the average monthly price for the year; and pivot bridges were 6½ c. per lb. for the same date. In 1877 the price was 5c. per lb., while the monthly average price of pig iron was \$18.83½ per ton for the year, while in 1878 the monthly average price for the year was \$17.62½ per ton. In 1880, about the date of the importation of these bridges, the average price of pig iron was \$25 per ton. I also beg to say that the undervaluation of bridges has been shared in by parties in the United States as well as those in Canada, and submit the following extract:—‘I wish you would look into this matter of duty. We are under the impression that Clarke, Reeves & Co. have some arrangement by which they get through with a very small rate of duty.’ The authority of this statement is George H. Sellers, of the Edgemore Iron Company, letter dated January 2nd, 1877. I wish to say that when the bridge was offered at 5c. per lb. at Clifton, the Collector requested Mr. Preston, the agent of the importers, to ascertain if that was the value at the time of shipment. The reply to Mr. Preston's telegram received from Clarke, Reeves & Co., was 5½ c. per lb. imported by Clarke, Reeves & Co. for the Great Western Railway. The prices I have given were the prices for material; there was an addition of 1c. per lb. to these prices all round for duty. I would call special attention to the price of eyebars being especially low. With regard to this bridge under consideration I call attention that the price per pound is greater than trestle bridges, by reason of the greater amount of shop work required in the manufacture of pin bridges. The eye-



bars and pins require a great deal of accurate and skilled work, therefore, of course increasing the cost."

*Evidence of Isaac Cooper Reeves, Sworn.*

"In regard to the iron entered at Clifton for the Great Western Railway, 11th August, 1880, Mr. Frazer said it was entered at the market price of 5½c. per pound. I beg to say it was neither entered at that, nor was it quoted at that to the collector at Clifton, and I will submit these two telegrams received from Mr. Preston, our broker at Clifton. This is my message to him: 'Please wire me here date and value per pound of last entry made of Great Western iron.' (Telegram marked O.) The reply was from Clifton: 'Twenty-five per cent., based on five and a half cents, less duty.' (Telegram marked P.) After receiving that telegram, I sent him the following message: 'H. Preston, Clifton. Please give me date of that entry, and if I did not write you and address you in person that it was an error in price for valuation. I. C. Reeves.' (Telegram marked Q.) I received the following reply: 'I. C. Reeves, Ottawa. Entry made August 11th; when iron all received I wrote and wired you third, asking present value, you replied five and a half; invoice valuation at five an error; afterwards you confirmed this personally. H. Preston.' (Telegram marked R.) In reference to affidavit of I. C. Reeves, 19th July, 1880, put in evidence by the Surveyor, I submit the following letter in explanation, marked S. It has been said that castings have been put in at 1½c. per lb. in the entry at Ottawa for the Chaudière Bridge, when in reality they were entered at 2½c. per lb. by adding 1c. per lb. to the total weight of iron entered, including these castings, for shop and machine work on the same, when there was no shop or machine work put upon the castings. March 10th, Mr. Frazer says eyebars were quoted at 5¼c. per lb.; he does not describe the kind of eyebars, whether short or long. Between the ordinary lengths of eyebars and those used on Chaudière Bridge there would be a difference of at least one half to one cent a pound, therefore the ordinary quotations for eyebars cannot govern the price of those on Chaudière Bridge, according to specifications. There is no general market price for bridge iron until you have specifications, knowing the sizes of pieces required, and a long bridge reduces in value the price of iron very materially from a short one. That price of eyebars of 5¼c. per lb. was based on a price of iron of 3¾c. per lb.

"In 1877, Mr. Frazer says iron bridges, without distinction of sizes, were worth 5c. per lb., whilst in 1877 and 1878 we were delivering iron bridges to the Great Western Railway at Clifton for 5c. per lb., duty and freight paid by Clarke, Reeves & Co. He also says that during August, September, and October pig iron was worth \$25.00 per ton, when the real market price was from \$17.50 to \$20.00 per ton. He quoted eyebars at 5¼c. per lb. on the 10th March, 1880, when iron was 3¾c. per lb., and steel eyebars quoted by Mr. Bartram at \$5.75 per 100 lbs. on the 4th October, 1880, making a difference of only half a cent a pound between steel and iron eyebars. Referring to Mr. Abbott's testimony, I think an article in the *Daily Evening Journal* of Minneapolis, Minn., will refute his testimony in regard to the value of iron at the works in the United States (paper marked T.) I would consider the value of the bridge material tendered for by the Canton, Ohio, Bridge Company, mentioned in paper marked T, would be 2¾c. per lb. at the works, whilst the cost of the material tendered for by Clarke, Reeves & Co. at their works would be 3¾c. per lb. I form this opinion on account of the tender of the Canton, Ohio, Bridge Company being \$14,000 less than the tender of Clarke, Reeves & Co. I do not know the weight of the bridge mentioned in paper marked T.

"I submit the following affidavits, marked B, of the following persons:—

Percival Roberts, 6th December, 1880, who quotes	
Bars .....	\$2.35 per 100 lbs.
Angles .....	2.10 " "
Wide plates .....	2.10 " "

Saml. W. Groome, 6th December, 1880, who quotes

Bars.....	2 $\frac{3}{10}$ c. per lb.
Angles.....	2 $\frac{5}{10}$ c. "
Column segments.....	2 $\frac{6}{10}$ c. "
Bridge Castings.....	2c. "

Geo. Gerry White, for Phoenix Iron Co., 6th December, who quotes

Bars.....	2 $\frac{4}{10}$ c. per lb.
Angles.....	2 $\frac{5}{10}$ c. "
Column segments.....	2 $\frac{6}{10}$ c. "
Bridge castings.....	2c. "

"Also affidavit of Geo. Gerry White, of Phoenix Iron Co., who deposes that the actual market price of the labor on Chaudière Bridge is about 0 $\frac{8}{10}$ c. per lb. and not exceeding 1c. per lb. With regard to a letter from Geo. Sellers, of January, 1877, referred to by Mr. Frazer, the same was not substantiated by facts, as the iron was released without extra duty on the original entry.

"Clarke, Reeves & Co.'s relations with the Phoenix Iron Co. are these: The Phoenix Iron Co. sell and manufacture all the iron Clarke, Reeves & Co. use, charging them the full fair market price for the same, at the time notice of any tender to be made, and not at the price when the material is finished. I now submit the bills from the Phoenix Iron Co. to Clarke, Reeves & Co. for the iron in Chaudière Bridge based upon the value of iron, the early part of March, which was 3 $\frac{3}{4}$ c. per lb., cast iron 2 $\frac{9}{10}$ c. per lb., column segments 3 $\frac{3}{4}$ c. per lb., eye-bars 3 $\frac{3}{4}$ c. per lb., upset bars 3 $\frac{3}{4}$ c. per lb., turned pins 4 $\frac{1}{10}$ c. per lb., turned pins 3 $\frac{4}{10}$ c. per lb., turned pins 3 $\frac{1}{10}$ c. per lb., angle iron 3 $\frac{1}{4}$ c. per lb., T iron 3 $\frac{3}{4}$ c. per lb., I beams 3 $\frac{1}{2}$ c. per lb., plates 3 $\frac{6}{10}$ c. per lb., plates 2 $\frac{8}{10}$ c. per lb., plates 3 $\frac{1}{2}$ c. per lb., bolts 3 $\frac{1}{10}$ c. per lb., rivets 4c. per lb., hexagonal nuts 3 $\frac{1}{10}$ c. per lb., size 5 $\frac{1}{16}$ in.

"Total weight of iron represented by these invoices marked U, 2,421,229 lbs., aggregating \$102,754.11, equal to iron at 3 $\frac{3}{4}$ c. per lb., 4 $\frac{2}{10}$ c. per lb. including shop work and all work connected with the bridge at the works, making the cost of the iron 3 $\frac{4}{10}$ c. per lb. and 8 $\frac{4}{10}$ c. per lb. for manufacture."

"Assuming iron to be during these months of entry, only one cent per pound less than during the early part of March, would leave the iron for entry at Ottawa 3 $\frac{2}{10}$ c. per lb. To corroborate that calculation I submit a bill for a similar bridge, the erection of which is about completed now, for Wabash Railway over the Vermillion River, the price of which is, ready for shipment, 3 $\frac{1}{10}$ c. per lb.; tender for which was made in September, 1880, (bill marked V.) I would remark, in answer to a telegram to the Phoenix Iron Company, on the 16th December, 1880, asking the price of finished columns and eye-bars complete, similar to those of the Chaudière Bridge. I received the following, December 17, 1880: 'I. C. Reeves, Russell House, Ottawa. Price of finished columns 3 $\frac{1}{10}$ c. per lb., eye-bars 3 $\frac{4}{10}$ c. per lb. How many are wanted, send specifications, Phoenix Iron Co.' (Telegram marked W.) In answer to a telegram from Kellogg & Maurice, January 5, 1881, September and October last 3 $\frac{1}{2}$ c. per lb. was ordinary price for our contracts similar to Chaudière.' (Telegram marked X.)"

J. T. Bartram, produced a telegram from J. Taylor to Edgemoor Iron Co., Wilmington, Del., as to price of iron in August and October, also answer quoting prices at 5 $\frac{8}{10}$ c. per lb., duty 1 $\frac{3}{10}$ c. per lb., against which they base their prices in August and October last at one cent per pound lower than in March 1880. (Telegram marked I.)

Also letter from H. R. Ives, Montreal, to Jno. Taylor, as to value of cast-iron valued at 2c. per lb. (letter marked J.); also copy of *Iron World*, 12th Nov., 1880, quoting prices as referred to in Mr. MacAgy's report on seizure (marked K.)

Letter produced from A. & P. Roberts, giving prices (marked Y); also letter from Geo. Gerry White giving prices (marked Z.)

Letter produced by Mr. J. T. Bartram, from the Leighton Bridge and Iron Co., of 22nd Dec., 1880, quoting the actual cost of manufactured bridges during August, September and October as  $3\frac{1}{2}$ c. per lb., (letter marked No. 1.)

January 7th, 1881.

Mr. J. T. Bartram produced a letter from the Leighton Bridge and Iron Co., of 28th Dec., 1880, quoting prices at  $3\frac{1}{2}$ c. per lb., as the market value of bridges ready for erection at their works, signed J. A. Allison, Sec'y, (letter marked No. 2.) Also another letter from A. R. Whitney, iron merchant, New York, to Edward Barber, dated 30th Dec., 1880, quoting prices at 3c. per lb. at that date, and about  $4\frac{1}{2}$ c. per lb. made up ready for use delivered F.O.B., New York (letter marked No. 3.)

Mr. Reeves called attention to the fact that the parties who made the affidavit produced by him as to the prices of bridge material were vouched for by the British Consul at Philadelphia.

Q. Are the prices of pig iron and bar iron the base of the value of bridge iron?—Yes; certainly.

Q. How many bridges have you built in Canada during the past five years?—I do not recollect how many we have built in five years.

Q. Can you give the average price or value at which these bridges were entered for duty in each year?—I cannot.

Q. What has been the market price in the States during these years for pig iron and bar iron?—I cannot answer that.

Mr. Fleck asked for the shop plans and specifications with detailed bill of iron for the Chaudière Bridge.

Mr. Reeves said he would get them if he could.

Q. In your evidence you state your reason that castings were invoiced at  $1\frac{1}{2}$ c. per lb. was that you had to add 1c. per lb. for work. Why did you not so decrease the values of the other items of the invoices?—Because the other items had work done upon them while the castings had none.

Q. Had you any conversation with the Commissioner of Customs about entering the castings at the rate they were entered?—I think not.

Q. Did you not inform the Commissioner that was a mistake in charging castings at  $1\frac{1}{2}$ c. per lb.?—I never met the Commissioner but once, and that was in regard to appointing arbitrators during the early part of December, and may have spoken to him about the castings particularly, but do not recollect it.

Q. Has it been your usual practice to include nuts and rivets under the head of lower-priced articles, such as bars?—When the nuts are on the rods they have been included; but with loose rivets I am not positive about, but think they were too.

Q. Were there not any loose bolts, nuts and rivets along with the work?—I do not know.

Q. Has it been the practice of your firm so to enter articles in former invoices offered for entry or in detail?—It has been our practice to enter them for a long time, as these invoices have been entered for the Chaudière Bridge, and not in detail.

Mr. Fleck asked his colleague and the collector if they had any papers and documents bearing upon the question. His colleague replied that any information he has, has been acquired by experience in business, and is at the service of his colleague.

Mr. Taylor asked: What right have you here this morning, Mr. Frazer? Mr. Frazer replied that he instructed Mr. Bartram to send a note to the Minister, asking him to give a letter to the collector, giving authority to Mr. Appraiser Frazer to be present on behalf of the Department. (Letter produced and marked No. 3.)

Mr. Frazer's deposition is:—

"I submit a telegram signed C. McDonald, New York, Jan. 4, 1881, which reads as follows: 'Price of iron,  $2\frac{1}{2}$ c. per lb., shop work, including manufacturer's profit  $1\frac{1}{10}$ c. per lb. (telegram marked No. 4.)' I also submit a letter from C. H. Kroman, Pittsburgh, dated Jan. 3, 1881, in which is the following extract: 'Eye-bars, ordinary and usual specifications and sizes in iron,  $4\frac{3}{4}$ c. per lb., plates up to 25 ins. wide, not

$\frac{1}{4}$  in thick,  $2\frac{3}{4}$ c. per lb.; angles, all sizes,  $2\frac{7}{10}$ c. per lb. all F.O.B. cars at Pittsburgh, net cash 30 days. There has been no material variations since August, and we are now experiencing the first indications of an advance" (letter marked 5.)

"I also submit a telegram from the Wrought Iron Bridge Co. of Canton, Ohio, dated Jan. 5, 1881: Sold railway pin bridge work 5c. per lb.; in August,  $5\frac{4}{10}$ c. per lb., September and October" (telegram marked No. 6.)

"I also submit a telegram from the Edgemoor Iron Co., dated Jan. 3, 1881, which reads as follows: 'On December 18, answered similar despatch regarding Chaudière Bridge, to John Taylor, Montreal. Wrote him further particulars on the 20th, please confer with him'" (telegram marked No. 7.)

Mr. Frazer exhibited private letter, referred to in Mr. Frazer's evidence, which has no bearing on the case.

"I notice in Mr. Reeves' evidence, his explanation of the entry of castings at  $1\frac{1}{8}$ c. per lb., is that he has to add one cent for manufacture, while I find in several invoices, one dated Oct. 19, 1878, the entry No. 684 for a bridge erected at L'Assomption—I find castings entered at  $2\frac{1}{8}$  cents per lb, and in the same invoice I find added, as a charge of manufacturing on the whole invoice, the sum of \$2,052.58, the total weight of iron being 296,601 lbs. The total value of the iron and manufacture is \$9,148.39."

Mr. Reeves explains "that the one cent a pound that is added to the cost of manufacture of all work of the Chaudière Bridge iron, including castings, is not added to the castings of L'Assomption bridge, or any other iron work that does not require shop finishing."

Mr. Fraser desires to say in evidence "that he has examined the various invoices of Clarke, Reeves & Co. for the past three years, and finds the values entered for duty about the same value as has been entered for the Chaudière Bridge."

Mr. Reeves, in explanation of Kloman's quotation, put in evidence by Mr. Fraser, states "that ordinary eyebars range from about twelve to twenty feet; that the eye bars on the Chaudière Bridge are up to 48 feet long, and the work costing the same on each, irrespective of length, a long bar costing less than a short one."

The Secretary is instructed to allow access to the papers connected with this arbitration, to an officer of the Customs, and that only upon an order of the Commissioner of Customs. Mr. Merrill is permitted to make extracts from these papers for the use of the Customs, but not to permit any of the papers to be taken away or removed from his custody. Meeting adjourned to Wednesday, 19th January, 1881, at 10 a.m.

JOHN TAYLOR.

19th January, 1881.

Board of Arbitration met pursuant to adjournment. Mr. Fleck and Mr. Merrill, Secretary, present; also Messrs. Frazer and Bartram. Messrs. Abbott and Jamieson were present as witnesses.

Mr. Fleck stated that letters [and telegrams had been received from Messrs. Taylor and Reeves stating they could not be present.

Meeting adjourned, subject to call of Mr. Fleck.

ALEX. FLECK.

20th January, 1881.

Arbitration met at 10 a. m. [Present:—Mr. Fleck, Mr. Wilson, Mr. Merrill, Secretary, Mr. Frazer and Messrs. Abbott and Jamieson, as witnesses.

*Evidence of Mr. Abbott continued.*

Q. Did your company receive a telegram from Mr. Frazer, asking for prices from the books of your firm, during the months of August, September and October? —Our company at Canton, Ohio, received the despatch from Mr. Frazer above

referred to, and the exhibit, telegram No. 6, is the answer sent by the company in reply. The values here stated I took from the company's books, being in Canton myself when the despatch was received, and they are the prices received by the company for the iron work at the works.

Q. Is there any shop work upon the castings in the Chaudière Bridge, and if so, what kind?—The castings forming the corner blocks, joint blocks and shoes of the trusses have, or should have, machine work on them after the castings are delivered from the foundry. They require to be bored for the chord pins, and faced off for the bearings of the columns against the blocks, and usually the boss from the block running into the column is turned. The bearing faces for the temperature rollers are, or ought to be planed.

Q. What in your opinion is the value of the turned pins used in Chaudière Bridge?—As they are entered at  $2\frac{1}{2}$ c. per lb. for material, and 1c. per lb. for labor. I should consider the average value of the pins F.O.B., Philadelphia, the bulk of which are from  $3\frac{7}{16}$  to  $4\frac{11}{16}$  inches diameter, to be above  $5\frac{3}{4}$ c. per lb., turned up and threaded. The value of the material cut, ready for turning, being about  $3\frac{2}{10}$ c. per lb. and the cost of turning  $1\frac{8}{10}$ c. per lb., to which  $15\frac{1}{2}$  per cent. is added for general expenses and profit.

Q. In the evidence of Mr. Reeves, he states that the Phoenix Iron Company charge Clarke, Reeves and Company the fair market value for the iron and manufacturing. Does this appear to be the case from the bills from the Phoenix Iron Company put in evidence by Mr. Reeves?—I do not think the bills produced in evidence represent the fair market value of bridge material in the States at the time the bills were made, because, it appears from these bills, that the Phoenix Iron Company charge Clarke, Reeves and Company simply with the market value of the raw material, without the work and the cost of the labor on the same; and general market selling values are usually supposed to have some profit, as well as some allowance for the general expenses of the business. Therefore, to arrive at a selling price generally applicable to the market, it would be necessary to add to a special bill made between parties having an intimate, if not a common interest, a certain percentage, the amount of which would depend upon the condition of the market for finished bridge work at the time of sale, this percentage being greater or less according to the demand for the work. I place 15 per cent. in my former estimate as being a minimum average percentage for such addition with American bridge manufacturers, and think that during the months of August, September and October, 1880, that from 20 to 25 per cent. added to the net cost of iron work manufactured would nearly represent the fair market value at that time, owing to the large demand for work, which came up in the fall of 1880. In a general statement, my opinion is, that the fair market value of bridge work, at any time, cannot be arrived at by any special bill, but is the average value which would obtain among manufacturers of such such work at the time, and certainly could not be correctly determined from bills passed between manufacturers and contractors, having intimate if not common interest.

Q. In Mr. Reeves' evidence, he states that your company sold a bridge at Minneapolis, Minn., for  $2\frac{3}{4}$ c. per lb. and Mr. Reeves filed a newspaper showing this. (Paper marked T.) Have you seen this newspaper?—I have seen the newspaper marked T, and am also aware the Wrought Iron Bridge Co. have been awarded the Minneapolis bridge, on the proposal marked D No. 3, in the lists of bids given in this paper, but it is not true that they sold this iron work at  $2\frac{3}{4}$ c. per lb. When in Canton the first of this month, I made a careful examination of the detailed estimates made by my assistants and our State agent, on the weight and cost of the Minneapolis bridge. The total weight of iron estimated to be required for the construction of this bridge is about 908,000 lbs., which at the contract price of \$56,500 amounts to about  $6\frac{2}{10}$ c. per lb. for the iron work erected complete. The cost of the freight from the shop to the site, lumber required for floating the work, and the whole expense of erection and painting, will amount to about  $1\frac{4}{10}$ c. per lb., making the price we received for the iron work on board cars at the shop about  $5\frac{18}{10}$ c. per lb. The plan of the bridge

is a single intersection truss with very long panels, there being eight panels, and the requirements for quantity of iron are far less severe than those laid down of the Chaudière Bridge. And taking these facts into consideration, I think that  $5\frac{1}{10}$  c. per lb. for work of the weight and requirements of the Chaudière Bridge would be about equivalent to the  $5\frac{1}{8}$  c. per lb. received for the Minneapolis bridge.

Q. Mr. Reeves states that the bills filed from the Phoenix Co. are prices for iron work in March, while according to the general specification and form of tender, tenders were called for on Thursday, the 1st April, 1880. How could Mr. Reeves quote prices in March as a base of value for the iron work in this bridge, and have you any knowledge when the contract was awarded?—I have no means of knowing and am unable to explain how Mr. Reeves could make the quotations stated. I am of the opinion from the form and dates of the bills submitted that they are what Clarke, Reeves & Co. actually paid the Phoenix Iron Co. for the iron work in the Chaudière Bridge, and if an addition of 15 to 20 per cent. were made to these bills, I think they would fairly represent what the Phoenix Iron Co. would quote to the general outside public, as the fair market value for that iron in the fall of 1880. I do not know the exact date when the contract for the Chaudière Bridge was signed, but think it was in the month of June. I desire to state in explanation of the difference between the valuation of  $3\frac{2}{10}$  c. per lb. for cut pins, as given in my evidence to-day, and that of  $2\frac{8}{10}$  c. per lb. as given in my evidence on the 21st December, 1880, that at the time of the former evidence I had not the detailed bills giving the sizes of the pins, which is now in evidence, and made the  $2\frac{8}{10}$  c. per lb. as a minimum value, below which I did not think pins for a structure of this class could be placed. The  $3\frac{2}{10}$  c. per lb. valuation now given is based upon the detailed bills now filed. I would also state that the value of  $4\frac{1}{2}$  c. per lb. for iron work at Philadelphia, as stated in my former evidence, is a minimum valuation, and will probably be found to be somewhat less than the values that would be arrived at by applying the principles of valuation as stated in my evidence to-day, to the bills and invoices that have been filed since my former evidence. I would also state, that during the month of December, the Wrought Iron Bridge Co. of Canton, Ohio, made a contract with their State agent for the sale of bridges in Minnesota and Iowa for the year 1881, in which he agrees to pay the Company  $5\frac{3}{10}$  c. per lb. for their iron work on board cars at Canton, subject to market changes, which includes nothing for freight, lumber, erection, or other expenses after the work leaves the shops, for which he pays an additional price more than sufficient to cover such expenses.

JOE ABBOTT.

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*Evidence of Archibald Jamieson, Sworn.*

Q. Mr. Jamieson, are you engaged in bridge building?—I am, and have been since 1876.

Q. Are you connected with the Hamilton Bridge Company, and in what capacity?—I am the manager of the Company.

Q. Have you any knowledge of the value of bridge iron in the American market during the months of August, September and October, 1880, and have you been in the habit of purchasing bridge iron in that market?—I have purchased bridge iron during the year 1880, but not to the extent of former years, in consequence of the great advance in prices. I have had occasionally during the year to purchase bridge iron in the United States, and have paid prices ranging, between March and October, as follows:—

For beams, channels and T's from.....	$4\frac{1}{2}$ c.	to 3c.	per lb.
For angles and plates .....	$4\frac{3}{10}$ c.	to $2\frac{9}{10}$ c.	“
For bars .....	4c.	to $2\frac{1}{4}$ c.	“

As per statement filed Nos. 8 and 9.

Q. Can you give prices, or have you in your possession any invoices of bridge iron purchased in the United States during 1880?—I have an invoice of the New Jersey Steel and Iron Company, from which I give the following prices, invoice dated 4th June, 1880:—

Channels, beams and angles, .....	3 $\frac{3}{100}$ c. per lb.
Invoice of 24th June, 1880, New Jersey Steel and Iron Company:	
Beams.....	3 $\frac{3}{100}$ c. “
Invoice of 23rd June, 1880, from Carnegie Bros., Pittsburgh:	
Plates.....	2 $\frac{8}{100}$ c. “
Invoice of November, 1880, from Carnegie Bros., Pittsburgh:	
Channels.....	3c. “
Invoice from Carnegie Bros., 8th November:	
Channels.....	3c. “
Plates.....	2 $\frac{7}{100}$ c. “
Invoice from Eureka Iron Company, Detroit, 31st May, 1880:	
Bars.....	2 $\frac{6}{100}$ c. “
Invoice 8th June, Eureka Iron Company:	
Plates.....	3 $\frac{3}{100}$ c. “
Invoice Eureka Iron Company, 12th June, 1880:	
Plates.....	\$3.10 per 100 lbs.

Q. What do you consider the value of the iron work in the Chaudière Bridge, ready for erection, in Philadelphia?—I tendered for the work in question and based my prices as follows: Cost of American iron delivered at my works in Hamilton, 5c. per lb.; labor and construction, 1 $\frac{1}{4}$ c. per lb.; transportation,  $\frac{1}{4}$ c. per lb.; erection,  $\frac{1}{2}$ c. per lb., and profit 1c. per lb., making in all 8c. per lb. In comparing my figures with those of the Kellogg Bridge Company, of Buffalo, I find their estimate to be made up as follows: Iron delivered in their works, 3 $\frac{3}{4}$ c. per lb.; labor and construction, 1c. per lb.; transportation and erection,  $\frac{3}{4}$ c. per lb.; Customs duties, 1 $\frac{1}{4}$ c. per lb., and profit 1c. per lb., total, 7 $\frac{3}{4}$ c. per lb. With the above information, and my knowledge of the prices of American iron, I estimated the value of the Chaudière bridge, during the months of August, September and October, 1880, F.O.B. cars Philadelphia, to be as follows:—

One span of 135 ft.....	5c. per lb.
“ “ “ 160 ft.....	4 $\frac{3}{4}$ c. “
“ “ “ 255 ft.....	4 $\frac{3}{4}$ c. “
Ten spans of 150 ft.....	4 $\frac{1}{2}$ c. “

These prices would cover the cost of construction and profit to the manufacturers at the works. The first estimates are borne out by the contract price of Clarke, Reeves & Co., which seems to have been made up as follows: Cost of iron ready for erection, 6c. per lb.; transportation,  $\frac{1}{4}$ c. per lb.; erection,  $\frac{1}{2}$ c. per lb.; duty on a value of 4c. per lb., 1c. per lb., making a total of 7 $\frac{3}{4}$ c. per lb.

Q. In Mr. Reeves' evidence, I notice castings are quoted as worth 11 $\frac{1}{2}$  cents per lb., can you tell me the price of best pig-iron in the American market during the months of August, September and October, 1880?—The price quoted by Mr. Reeves must be a mistake, as it represents only the cost of best pig-iron, the prices ranging, during these months, from \$24 to \$25 per ton. The price of castings in the rough from the foundry, are not less than 2 $\frac{1}{2}$  cents per lb.

Q. Are you aware that there is any work upon these castings after they leave the foundry?—The castings should be finished as described by Mr. Abbott in his evidence, and I estimate the cost of finishing at from  $\frac{3}{4}$  of a cent to 1 cent per lb., according to the weight.

Q. What do you consider the value of the pins used in this bridge?—The workmanship upon the pins is the same as that upon a short shaft, with the addition of a screw cut upon each end, and I would consider the average value of the pins in this bridge to be 5 $\frac{3}{4}$  cents per lb.

Q. Have you had at any time any correspondence with the Phœnix Iron Co., or Clarke, Reeves & Co. with regard to the price of bridge iron?—I wrote to one of these firms for a quotation on iron columns about three years ago, and got a reply quoting a figure something over 4 cents per lb.; this price was for thesegments for the columns, and is the only correspondence I have had with them on that subject.

Q. In entering iron at the Customs, Port of Hamilton, at any time, to be used in bridge building, were there any other parties entering bridge iron at the same time, and if so, at what prices were they entered?—The only case that came under my notice was that of the Great Western Railway Co., in the month of October, 1876. I was at that time paying duty on bridge iron at a value of \$2.75 per 100 lbs., while the Great Western Co. passed a finished bridge at \$2.70 per 100 lbs. The discrepancy was noticed by the Customs authorities, and, on enquiry by them, an affidavit was offered by the Phœnix Iron Co. to the effect that that was the market value of the iron in the United States. The iron, however, having gone through the process of manufacture into a bridge, was re-valued at 5 cents per lb., and duty paid thereon. I believe there was no fine imposed, the company being allowed to amend their entry.

Q. Do you know if the Great Western Railway Co. have had a contract with the Phœnix Iron Co. for any length of time?—I am not aware of the arrangements between the two companies further than that I know that all bridges upon this railway, for a number of years past, have been purchased from Clarke, Reeves & Co.

Q. Do you know what prices they received for the bridges from the railway company?—I do not know.

Q. Has it come to your knowledge that the opinion is entertained by builders of bridges in the United States and in Canada, that Clarke, Reeves & Co. have been in the habit of entering their bridge work at less than market value; what is your opinion upon this question?—The case just mentioned in Hamilton is the only one that I know of personally of under-valuation in connection with their work, excepting the bridge now under consideration.

Q. Can you give us any further evidence, if so state it?—I have no further evidence to give in this matter, but I would suggest that in order to avoid a recurrence of these difficulties, that strong representations be made to the Minister of Customs to adopt specific duties on iron bridge work, instead of the present system of *ad valorem* duties.

A. JAMIESON.

Meeting adjourned to Tuesday, 24th January.

(Signed) A. FLECK.

Meeting again adjourned to Thursday, 3rd February.

3rd February, 1881.

Arbitrators met pursuant to adjournment. Present: Messrs. Fleck and Taylor, arbitrators; also, Messrs. Wilson, Merrell, Frazer and Reeves.

*Evidence of I. C. Reeves continued.*

Q. What was the date at which Clarke, Reeves & Co. closed with the Phœnix Co. for the material invoiced?—I think about the 18th March, 1880.

Dates of entry of material in Chaudière Bridge:—

	Lbs.	Value.	Duty.
August 24.....	1,009,628	\$35,563 00	\$8,830 75
September 24.....	5,723	195 00	48 75
October 11.....	628,445	22,945 00	5,736 25
do 18.....	258,363	8,762 00	2,190 50
do 27.....	475,713	16,709 00	4,177 25
November 23.....	83,557	2,797 00	699 25
December 3 .....	6,300	209 00	52 25
do 3 .....	1,100	43 00	10 75

Totals..... 2,468,829 \$87,224 00 \$21,806 00



Gross weight charged Clarke, Reeves & Co. by the Phoenix Iron Co., 2,566,453 lbs.  
The gross amount charged Clarke, Reeves & Co. by the Phoenix Iron Co., \$109,051.99.

Q. The weight of iron charged you by the Phoenix Iron Co. is 2,566,453 lbs.; the aggregate amount which you have entered for duty is 2,468,825 lbs., showing a discrepancy of 97,624 lbs. How do you account for this?—I file an affidavit from Geo. Gerry White, Secretary of the Phoenix Iron Co., showing amount of iron charged Clarke, Reeves & Co. A portion of this discrepancy is accounted for by the return of iron shipped by mistake, weighing 28,196 lbs., which was exported to the United States and not entered, but invoiced for duty. The difference is caused by cutting holes in columns and eyebars, and cutting off lengths when required, turning, etc., the refuse being left as scrap iron.

Q. And that scrap iron, to whom does it belong?—To Clarke, Reeves & Co.

Phoenix Iron Co's. invoices.....	2,566,453 lbs.
Clarke, Reeves & Co's. entries .....	2,468,829 "
Difference .....	97,624 "
Less iron invoiced by Phoenix Iron Co., but returned from Ottawa .....	28,196 "
Scrap, equal to about $2\frac{1}{2}$ per cent .....	69,428 "
Average cost of material, as per Phoenix Iron Co's. invoices, not allowing for scrap, \$109,051.99 $\div$ 2,566,453 lbs....	4.25c. per lb.
Allowing for scrap at $1\frac{1}{2}$ c. per lb.....	4.22 "
Average cost of material, as entered by Clarke, Reeves & Co., \$87,224 $\div$ 2,468,829 lbs.....	3.53 "

*Evidence of Mr. Johnson, Commissioner of Customs, Sworn.*

Q. Had you any conversation with Mr. Reeves about the low entry of castings, and what was the nature of that conversation?—Before the reference to exports, I had the invoices under which entry was made, and I pointed out to Mr. Reeves an item in the invoices in which a certain quantity of iron was charged at  $1\frac{1}{2}$ c. per lb., and I said to him that I thought it was an extremely low price, and that it could not be possible that the iron could be purchased at that rate. Mr. Reeves admitted that, and said it was a mistake; that it should not have been there at that rate.

Q. Did not I say to you that there was 1c. per lb. added for cost of labor?—I think you did, but I saw that it was applicable to the whole invoice.

*Evidence of I. C. Reeves continued.*

Q. You were requested to produce the working plans and specifications in detail of the Chaudière Bridge?—I wrote for them, but did not receive them.

Q. Was there any other description of iron work returned except the columns, and did you sell any portion of the iron work in Canada?—I cannot answer the first part of the question. I think there was one column sold.

Q. In the trade relations of Clarke, Reeves & Co. with the Phoenix Iron Co., does your firm purchase the iron and get the same manufactured by the Phoenix Iron Co.; else why give any account of the wastage?—We buy the plain iron of the Phoenix Iron Co., and not the finished weight; therefore, the scrap becomes the property of Clarke, Reeves & Co.

Q. Is that a usual custom of the trade to charge the whole of the iron, including the wastage?—I do not know, but I think it is.

Q. Are the prices charged to Clarke, Reeves & Co. the same as charged to other parties?—Yes, sir.

Q. Who are the five parties in the firm of Clarke, Reeves & Co.?—David Reeves, William Reeves, Thomas Clarke, A. Bonzano and John Griffin.

Q. Are there any other partners whose names do not appear but your own?—There are not.

Q. Are they all or any of them shareholders in the Phoenix Iron Co.? Name them.—Two of them only, and they inherited their interests, namely: David and William Reeves.

Q. Is the President of the Phoenix Iron Co. a partner in the firm of Clark, Reeves & Co.?—Yes, sir.

Q. What is the capital stock of the Phoenix Iron Co.?—I do not know.

Q. How much of that stock does the firm of Clark, Reeves & Co. own?—I do not know.

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*Evidence of Mr. Fraser continued.*

“In my former statement I gave the value of pig iron, which is the basis of value for all iron products, as \$25 per ton, at the date of entry under dispute. Since I gave that evidence a review of the iron trade of Philadelphia for 1880 has been published, in which it will be found that my evidence has been corroborated—(paper fyled, marked 11, page 22, 4th column)—quotation of the value of pig iron at that date. The paper put in contradicts Mr. Reeves’ evidence as to the value of pig iron being \$17 to \$17.50 at that period. In reference to my evidence on castings, for the purpose of refuting Mr. Reeves’ evidence as to there being no work upon them, Mr. Reeves not having produced the working plans as requested, I now produce diagram of similar work, on which diagram will be found castings, marked gray; castings wherever marked B will be found to have been bored; where the point of the arrow is found will indicate that the castings have been faced; and wherever the letter P is found will indicate the turned pins. (Diagram marked No. 12.)”

Mr. Frazer also put in a statement showing the entries of iron bridge work by Clarke, Reeves & Co. for the years 1877, 1878, 1879 and 1880.

Q. What is it that you want to show by that?—I want to show, by filing this statement, that the value of pig iron had nothing to do with their entries of the value of bridge work, as I find in 1877 that the average price of pig iron at \$18.87½ per ton, bridge iron was entered by them at 3½c. per lb., while in 1878, with pig iron at \$17.62½ per ton, bridge iron was entered at 3¾c. per lb.; while in 1880, with pig iron at \$25 per ton, entry was made at the present rate under dispute.—(Statement fyled, marked No. 13.)—I would also state that the freight from works to the frontier requires to be added to the value for duty, in compliance with the Customs Act, chap. 15.: section 9 of the Customs Act, 42 Viet.

Mr. Reeves fyles statement shewing how the price was made up in tender for Minneapolis bridge, rebutting Mr. Abbott’s testimony of 20th January, as to the value of the iron. (Statement marked No. 14.) Mr. Reeves puts in a copy of a letter from A. R. Whitney, of 11th January, to Edward Barber, Ottawa, which reads as follows:

“DEAR SIR,—Since our answer to your inquiry for prices of bridge work, we “have received prices of material which would enable us to accept a contract from “you at 3½c. per lb. ready to erect, and trust you will be able to do some business “with us.”

Very respectfully yours,

A. R. WHITNEY.

*Extract from "Iron Age" of 6th January, 1881.*

Price of No. 1 pig iron in January, 1880, \$37 per ton; February, \$42 per ton; July, \$22.50 per ton; August, \$26 per ton; September, \$25 per ton; October, \$24 per ton; November and December. \$25 per ton.

The above is a true copy of the evidence taken before the merchant appraisers.

H. B. MERRILL, *Secretary.*

PHILADELPHIA, 14th August, 1880.

Invoice of iron shipped for account of Clarke, Reeves & Co. on cars 3851, 2746, 2307, 1725, 3813, 3845, 3616, 2992, 4129, 22, 1133, 3324, 3401, 2718, 2592, 3412, 1611, 1784, 3841, 647, 3611, 2734, 31, 1830, 1880, 2090, 1782, 4190, 2023, 3426, 628, 2123, 3497, 1648, 592, 2578, 2609, 2806, 1762, 3586, 4260, 7272, 2099, 2289, 2040, 3603.

258 girders.....	263,280 lb.	@ 2½c.	=	6,582 00
480 eye-beams .....	182,460 lb.	@ 2½c.	=	4,561 50
288 columns .....	304,090 lb.	@ 3 c.	=	9,122 70
432 rods .....	66,070 lb.	@ 2½c.	=	1,651 75
42 girders.....	79,580 lb.	@ 2½c.	=	1,989 50
788 castings .....	82,182 lb.	@ 1½c.	=	924 55
192 pins .....	14,316 lb.	@ 2½c.	=	357 90
144 bales .....	2,052 lb.	@ 2½c.	=	51 30
24 plates .....	660 lb.	@ 2 <sup>6</sup> / <sub>10</sub> c.	=	17 22
24 bolts.....	648 lb.	@ 2½c.	=	16 20
46 loops... ..	2,290 lb.	@ 2½c.	=	57 25
30 bales castings.....	1,450 lb.	@ 1½c.	=	16 31
32 boxes fittings.....	10,550 lb.	@ 1½c.	=	118 60

1,009,628 lb. \$25,466 87

Add ..... 10,096 28

\$35,563 15

I. C. REEVES.

PHILADELPHIA, 15th September, 1880.

R. A. SIMMONDS, Esq.,  
Rochester, Ont., Canada,

DEAR SIR,—The following is the invoice of a small shipment made for Chaudière Bridge on the 14th, of which you were advised by telegram to-day:—

(Car 1872)

4 trackstringer girder.....	4,990 lbs.	@ 2½c.	=	\$124 97½
1 column.....	210 do	3c.	=	6 30
1 casting.....	250 do	1½c.	=	2 81
1 box casting (fittings).....	273 do	1½c.	=	3 07

\$137 15½

Add to these prices one cent per pound for manufacturing as before.

Please make a statement and have the cashier sign it as the last payment of duty.

Yours truly,

CLARKE, REEVES & CO.  
per I. C. REEVES.

PHILADELPHIA, 28th September, 1880.

DEAR SIR,—There was shipped last night in addition to what our letter of 27th called for, 396,278 lbs. iron, as follows:—

150 trackstringers .....	169,920 lbs. @	2½
32 Floor beams.....	60,490 do	2½
15 girders .....	27,290 do	2½
60 columns.....	99,130 do	3
46 eye-bars.....	22,390 do	2½
17 boxes fittings.....	5,189 do	1½
128 angle brackets.....	1,122 do	1½
19 bale castings.....	929 do	1½
6 do .....	140 do	1½
26 wrought bales.....	368 do	2½
30 rods.....	8,510 do	2½

396,278 lbs.

R. A. SIMMONS.

You will not have funds enough to pay freight and duty on this additional shipment, I will send you in a few days a draft to cover this and further shipments. The whole amount of iron for the bridge will probably leave here by Saturday night so that by the 10th or 12th October it will all be at sight. I may have to go to Quebec next week, if so will run up to Ottawa and see how you are getting along.

Yours truly,

I. C. REEVES.

This shipment is on cars 1856, 3360, 3585, 4192, 2322, 1752, 2250, 4229, 2001, 2864, 2306, 1630, 1777, 3662, 2739, 2192, 3216, 2738.

CLARKE, REEVES & CO.  
per R. A. SIMMONS.

R. A. Simmons, Esq.,

PHILADELPHIA, 27th September, 1880.

Invoice of material for Chaudière Bridge shipped September 21st and 24th on cars Nos. 2160, 3084, 2897, 2605, 3649, 2114.

	Lbs.	
24 columns.....	51,570	at 3 c. per lb.
92 eyebars.....	65,910	" 2½ "
2 loops.....	97	" 2½ "
5 girders.....	6,250	" 2½ "

123,827

Add for manufacture, one cent per pound.

In addition to the above item, was shipped on Saturday, the 25th, on cars 3538, 2030, 2311, 3301.

16 columns.....	59,400 lbs. at	3c. per lb.
84 eyebars. ....	48,960 "	2½c. "

108,360

CLARKE, REEVES & CO.  
per R. A. SIMMONS.

PHILADELPHIA, 1st October, 1880.

DEAR SIR,—We shipped last night on cars Nos. 2780, 2372, 2140, 4907, 1504.

24 columns.....	27,790 lbs. at 3c. per lb.
40 eyebars.....	20,580 " 2½c. "
108 rods.....	17,800 " 2½c. "
60 pins.....	9,432 " 1½c. "
1 floor beam.....	1,870 " 2½c. "
36 bales, castings.....	2,129 " 1½c. "
1 bale plates.....	112 " 2½ <sup>61</sup> / <sub>100</sub> c. "
36 bales.....	598 " 2½c. "
272 angles.....	2,657 " 2½c. "
38 castings.....	9,534 " 1½c. "
12 plates.....	800 " 2½ <sup>61</sup> / <sub>100</sub> c. "
17 boxes fittings.....	5,116 " 1½c. "

Total..... 93,418

The castings marked 38 may not be but 34, but the weight given is correct.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, PA., 4th October, 1880.

DEAR SIR,—There was shipped on Saturday to Hull, on cars Nos. 1900–1923,

35 columns.....	34,350 lbs. at 3c. per lb.
42 rods.....	4,520 " 2½c. "
8 loops.....	380 " 2½c. "
6 beams.....	340 " 2½c. "

Total..... 39,590 lbs.

I also enclose bill of lading of shipment Sept. 30th, of which you were advised on the 1st.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, PA., 29th Sept., 1880.

DEAR SIR,—We made a shipment last night for Chaudèire Bridge, on cars Nos. 2006 and 3767.

20 girders.....	23,930 lbs. at 2½c. per lb.
62 castings.....	13,420 " 1½ " "

Total..... 37,350 lbs.

One cent per pound to be added to the above cost for manufacture.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, PA., 30th Sept., 1880.

DEAR SIR,—I enclose you bill of lading for shipments of 25th, 27th, 28th, and 29th Sept. Below find invoice for last night's shipment on cars Nos. 2981, 2,441.

1 floor beam .....	1,840 lbs. at $2\frac{1}{2}$ c. per lb.
23 track stringers.....	27,520 " $2\frac{1}{2}$ c. "
4 floor girder beams.....	7,730 " $2\frac{1}{2}$ c. "
13 columns.....	2,760 " 3c. "
16 castings .....	3,540 " $1\frac{1}{8}$ c. "
6 beams .....	370 " $2\frac{1}{2}$ c. "

Total..... 43,760

Your letter of 27th received with contents. We will probably ship all the iron for Chaudière Bridge this week.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, PA., 2nd Oct., 1880.

DEAR SIR,—We shipped again last night, on cars Nos. 3219 and 4088, this completes the 160 and 255 feet spans :—

56 castings .....	12,640 lbs. at $1\frac{1}{8}$ c. per lb.
46 eyebars.....	13,190 " $2\frac{1}{2}$ c. "
8 columns .....	6,200 " 3c. "
54 rods .....	6,140 " $2\frac{1}{2}$ c. "
16 upset loops.....	710 " $2\frac{1}{2}$ c. "
6 beams.....	370 " $2\frac{1}{2}$ c. "

Total ..... 39,250 lbs.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, 5th October, 1880.

DEAR SIR,—Enclosed find bill of lading of shipments of October 1st and 2nd, and invoice of a small shipment that went out last night on cars Nos. 2609 and 4204 :—

32 eye-bars.....	12,590 lbs. at $2\frac{1}{2}$ c. per lb.
56 castings.....	12,120 " $1\frac{1}{8}$ c. "
16 rods.....	2,710 " $2\frac{1}{2}$ c. "
2 columns.....	2,650 " 3c. "

Total..... 30,070 lbs.

How many cars have arrived of the 255 and 160 feet spans, and what number have arrived altogether of the Hull side iron.

Yours truly,

I. C. REEVES.

R. A. SIMMONS.

PHILADELPHIA, 6th October, 1880.

DEAR SIR,—We enclose you draft on New York for \$6,000, to pay freight, duty, &c, on iron now on way. There was shipped last night on cars Nos. 3249, 2602 and 7158 :—

161 eye bars.....	51,590 lbs. at 2½c. per lb.
153 pins.....	11,201 “ 2½c. “
35 boxes fittings.....	10,391 “ 1½c. “

Total..... 73,182 lbs.

Yours truly,  
CLARKE, REEVES & CO.,  
per I. C. REEVES.

I. C. Reeves will be in Montreal on Sunday, will telegraph you when he will come to Ottawa.

I have written Taylor & Bro., to ship the angle iron at once and advise you.

I. C. R.

PHILADELPHIA, 7th October, 1880.

DEAR SIR,—Enclosed find bill of lading for shipments of October 4th and 5th, also invoice of shipment of last night on cars Nos. 4263, 3356 and 2098 :—

128 eye bars.....	60,720 lbs. @ 2½c. per lb.
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Yours truly,  
CLARKE, REEVES & CO.,  
Per I. C. REEVES.

R. A. SIMMONS.

I will be at St. Lawrence Hall, Montreal, on Saturday, and will come to Ottawa while in Canada, but cannot tell yet what day.

I. C. R.

PHILADELPHIA, 8th October, 1880.

DEAR SIR,—We shipped from Phoenixville last evening (October 7th,) cars Nos. 1066, 2689, 3025, 2282, 1668, 788, 3420 and 2689, containing :—

207 castings.....	11,215 lbs. @ 1½c. per lb.
51 bales castings.....	2,446 “ 1½c. “
20 plates.....	550 “ 2½c. “
93 bales.....	1,238 “ 2½c. “
113 columns.....	134,700 “ 3c. “
31 eye bars.....	9,660 “ 2½c. “
96 angles.....	784 “ 2½c. “
7 boxes of fittings.....	1,298 “ 1½c. “

Total..... 161,891 lbs.

Yours truly,  
CLARKE, REEVES & CO.,  
Per D. A. C.

R. A. SIMMONS.

PHILADELPHIA, 9th October, 1880.

DEAR SIR,—We shipped from Phoenixville yesterday (October 8th) consigned to Hull, Canada, cars Nos. 1828, 2336, 2005, 2203, containing:—

6 girders.....	10,040 lbs.,	@	2½	cts. per lb.
7½ columns .....	33,680	"	3	"
58 castings.....	13,400	"	1½	"
Total.....		88,020		

Yours truly,

CLARKE, REEVES & Co.,  
Per D.A.C.

R. A. SIMMONS

PHILADELPHIA, 11th October, 1880.

DEAR SIR,—We shipped on Saturday (October 9th) consigned to Hull, Canada, cars Nos. 2656, 2216, 3820, containing:—

288 rods.....	41,870 lbs.,	@	2½	cts. per lb.
64 castings.....	17,820	"	1½	"
2 columns.....	2,140	"	3	"
Total .....		61,830		

Yours truly,

CLARKE, REEVES & Co.,  
Per D.A.C.

R. A. SIMMONS.

PHILADELPHIA, 27th October, 1880.

DEAR SIR,—We shipped on the 19th on cars Nos. 3861 and 2347:—

22 track stringers.....	26,630 lbs.,	@	2½	cts. per lb.
58 castings.....	9,110	"	1½	"
32 loops.....	1,420	"	2½	"
18 beams.....	1,060	"	2½	"

38,220

and yesterday on cars Nos. 2,418 and 1,757:—

40 track stringers.....	41,810	"	2½	"
6 beams.....	340	"	2½	"
2 castings.....	187	"	1½	"

45,337

The above completes all the iron for the bridge, although the Phoenix Iron Co say there is a quantity of iron lying at Phoenixville, same as some of the pieces you said were a surplus after erecting the first six spans. You had better examine and see if you are any short, so that they may be forwarded in time.

Yours truly,

R. A. SIMMONS.

I. C. REEVES.



	Entry.	Weight in Lbs.	Value.	Duty.
August, 24.....	803	1,009,628	\$35,563	\$8,890 75
September 24.....	1,364	5,723	195	48 75
October 11.....	1,630	628,445	22,945	5,736 28
“ 18.....	1,734	258,263	8,762	2,190 50
“ 27.....	1,908	475,713	16,709	4,177 25
		<hr/>	<hr/>	<hr/>
November 23.....	2,354	2,377,872	\$84,174	\$21,043 50
		83,557	2,797	699 25
		<hr/>	<hr/>	<hr/>
Total.....		2,461,429	\$86,971	\$21,742 75
December 3.....	2,517	.....	1	0 25
“ 3.....	2,519	6,300	209	52 25
“ 9.....	2,615	1,100	43	10 75
Average cost as above		<hr/>	<hr/>	<hr/>
3 $\frac{5}{10}$ % per 100 lbs....		2,468,829	\$87,2'4	\$21,806 00

No. 1.

ROCHESTER, N. Y., 22nd December, 1880.

DEAR SIR,—Your telegram to hand. At the time—August, September and October—the actual cost to us of manufactured bridges ready for erection at our works would be three and one-half cents per lb ( $3\frac{1}{2}$  cents.)

Yours respectfully,

J. A. ALLISON, *Secretary,*  
*Leighton Bridge & Iron Works.*

J. T. BARTRAM, Surveyor of Customs, Ottawa.

No. 2.

ROCHESTER, 28th December, 1880.

DEAR SIR,—In answer to your telegram of the 18th instant. At the time—August, September and October—we consider three and one-half ( $3\frac{1}{2}$ ) cents per pound the market value of bridges ready for erection at our works.

Yours respectfully,

J. A. ALLISON, *Secretary,*  
*Leighton Bridge & Iron Works.*

J. T. BARTRAM, Surveyor of Customs.

No. 3.

NEW YORK, 30th December, 1880.

DEAR SIR,—I think you can buy the bridge iron you ask for at 3c. per lb. in New York to-day, and about  $4\frac{1}{2}$ c. made up ready for use delivered F.O.B. here. We are prepared to bid either way upon receipt of specification. We built 30,000 tons of the Elevated Railroad here, and can furnish 50 to 100 tons per day made up ready for erection.

We sent one of our sheets of shapes, and the flat bars you refer to can be rolled any width or thickness you may require for bridge work, and quality guaranteed at 3c. F.O.B. tide water mill.

Yours truly,

A. R. WHITNEY.

P.S.—Prices are hardening, and we think there will be an advance of not over  $\frac{1}{4}$ c. during the next two or three months.

A. R. W.

*Copy of Telegram from C. Macdonald to W. H. Fraser.*

No. 4. OTTAWA, 4th January, 1881.

Price of iron two and a half cents; shop work, including manufacturers profit, one and one half cents.

C. MACDONALD.

No. 5. PITTSBURGH, 3rd January, 1881.

DEAR SIR,—Your favor of December 28th duly to hand. In reply, we would say that we can quote you present prices only; but as prices are now rapidly advancing we cannot assure that they will remain as quoted for any considerable length of time. Eyebars, ordinary and usual specifications and sizes in iron, four and three-quarter ( $4\frac{3}{4}$ ) cents; plates up to twenty-five (25) inches wide, not under quarter inch thick, two and three-quarter ( $2\frac{3}{4}$ ) cents per pound; angles all sizes, two and seven-tenths, all F.O.B. cars at Pittsburgh, net cash, thirty days. There has been no material variation since August, and we now are experiencing the first indications of an advance.

Yours truly,  
ANDREW KLOMAN.  
Per C. H. KLOMAN, *Trustee.*

*Copy of Telegram from Canton, Ohio, to W. H. Fraser, Appraiser.*

No. 6. OTTAWA, 5th January, 1881.

Sold railway pin bridge work five cents per pound in August, five and four-tenths September and October.

WROUGHT IRON BRIDGE CO.

*Copy of Telegram from Wilmington to W. H. Fraser.*

No. 7. OTTAWA, 3rd January, 1881.

On December eighteenth answered similar despatch regarding Chaudière Bridge, to John Taylor, Montreal, wrote further particulars on twentieth, please confer with him.

EDGEMOOR IRON CO.

No. 8. PITTSBURGH, 14th January, 1881.

DEAR SIR,—In compliance with your request of the 12th inst., we herewith enclose memorandum of prices ruling from March to October inclusive, 1880.

1880.	Beams, Channels and T's.	Angles.	Plates.	Bar.
March.....	$4\frac{1}{2}$	4·35	4·35	4
April.....	4	3·80	3·80	3
May.....	$3\frac{1}{2}$	3·30	3·30	$2\frac{1}{2}$
June.....	3	2·80	2·80	$2\frac{1}{4}$
July.....	3	2·80	2·00	$2\frac{1}{4}$
August.....	3	2·90	2·90	$2\frac{1}{4}$
September.....	3	2·90	2·90	$2\frac{1}{4}$
October.....	3	2·90	2·90	$2\frac{1}{4}$

Yours truly,  
CARNEGIE, BROTHER & CO.

No. 9.

HAMILTON, 12th January, 1881.

GENTLEMEN,—Would you oblige me by giving me a statement of average price of iron for the months of March and October, 1880, as per form below. I would like to have the information by Monday next if possible.

1880.	Beams, Channels and T's.	Angles.	Refined Bars.
March.....	5	4 $\frac{1}{4}$	4
April.....	4 $\frac{1}{4}$	4	3 $\frac{1}{4}$
May.....	4	3 $\frac{1}{4}$	3
June.....	3 $\frac{1}{2}$	3	2·6
July.....	3 $\frac{1}{4}$	2 $\frac{3}{4}$	2 $\frac{1}{2}$
August.....	3 $\frac{1}{4}$	2 $\frac{3}{4}$	2 $\frac{1}{2}$
September.....	3 $\frac{1}{4}$	2 $\frac{3}{4}$	2 $\frac{1}{2}$
October.....	3·15	2·7	2·4

Yours truly,

A. JAMIESON.

Messrs. HAMILTON, B. &amp; T. Co.

GENTLEMEN,—The above prices were a fair average for the months named F. O. B., New York.

Yours truly,

J. PLADE, Per ANDERSON.

—————  
New Jersey Steel and Iron Co., Trenton, N.J.

UNITED STATES OF AMERICA, STATE OF PENNSYLVANIA, } S.S.  
No. 10. CITY OF PHILADELPHIA.

Be it remembered, that on this thirty-first day of January, A.D., 1881, before me, John Rodgers, a Notary Public, in and for said State of Pennsylvania, residing in the City of Philadelphia, personally appeared George Gerry White, who, upon his oath duly administered, did depose and say:—"That he is the Secretary of the Phoenix Iron Company; that said Company furnished to Clarke, Reeves & Co. the iron for the Chaudière Bridge; that the amount of iron charged to said Clarke, Reeves & Co. for their contract for said Chaudière Bridge is two million five hundred and sixty-six thousand four hundred and fifty-three (2,566,453) pounds rough weight, but after being worked into shapes for said bridge, the finished weight is two million, four hundred and ninety-eight thousand and twenty-five (2,498,025) pounds. This difference is the usual loss (about 2 $\frac{1}{2}$  to 3 per cent.) caused by amount of iron taken by punching holes in columns, eyes in eyebars, turning and cutting to lengths, that the iron thus taken remains in the hands of said company as scrap iron. And further deponent saith not.

GEORGE GERRY WHITE.

Sworn to and subscribed before me—witness my hand and official seal this thirty-first day of January, A.D., 1881.

JOHN ROGERS, *Notary Public*. [L.S.]

No. 13.

STATEMENT of entries of Bridges made by Clarke, Reeves & Co.

Date.	Entry.	Port.	Iron in Lbs.	Value.	Per Cent.	Cost of Labor.	Total Cost.	Per Cent.
				\$ cts.		\$ cts.	\$ cts.	
Oct. 18, 1878..	629	St. Johns.....	581,654	13,936 03	2·03	4,125 11	18,061 14	3 08
Nov. 12, 1878..	684	do .....	296,691	7,095 81	2·03	2,025 58	9,148 39	3 01
do 20, 1878..	738	do .....	55,812	1,313 52	2·03	631 47	1,944 99	3·04
do 20, 1878..	739	do .....	80,272	1,932 45	2·04	845 10	2,777 55	3 03
do 20, 1878..	740	do .....	101,832	2,445 55	2·04	903 11	3,348 66	3·02
do 20, 1878..	741	do .....	101,503	2,402 44	2·02	954 48	3,356 92	3 03
Oct. 16, 1877..	75	Three Rivers...	150,138	3,871 15	2·05	1,084 80	4,956 95	3·03
do 16, 1877..	75	do .....	157,393	3,949 51	2·05	1,140 02	5,089 53	3·02
do 16, 1877..	75	do .....	295,691	7,354 54	2·04	2,136 12	9,490 66	3 02
do 16, 1877..	75	do .....	115,822	2,860 14	2·04	809 52	3,669 66	3·01
Nov. 10, 1877..	100	do .....	409,972	9,993 81	2·04	3,070 23	13,004 04	3 01
do 10, 1877..	100	do .....	262,856	6,472 34	2·05	64 50	6,536 84	2·04
do 10, 1877..	100	do .....	124,333	3,147 83	.....	.....	5,550 61	4·04
Dec., 1879..	5,276	Quebec .....	175,868	.....	.....	.....	6,814 88	3 $\frac{1}{2}$
Sept. 17, 1880..	.....	do .....	108,917	.....	.....	.....	3,794 81	3·04
Dec. 17, 1880..	.....	do .....	74,691	.....	.....	.....	2,567 13	3·04
Jan. 24, 1879..	.....	Brantford .....	306,303	7,325 19	.....	2,230 32	9,555 51	3·01
.....	.....	Chaudière,	.....	.....	.....	.....	.....	.....
.....	.....	Ottawa .....	478,388	16,387 94	3·04	4,154 76	20,542 70	4·02
.....	.....	do .....	199,303	6,760 91	3·05	1,837 66	8,598 57	4·03
.....	.....	do .....	1,743,538	59,039 87	3·03	14,575 87	73,612 84	4·02

W. H. FRASER.

No. 14.

PHENIXVILLE, PA., 7th January, 1881.

DEAR SIR,—In the absence of Messrs. Bonzano & Bowman in New Orleans, I send you below details of tender of Minneapolis Bridge, as I find them on Mr. Bowman's estimate sheet :—

Ordinary bar iron.....	2·46c.
Labor .....	0·94c.
Freight .....	0·60c.
Erection.....	0·80c.
Profit.....	0·60c.

Total per lb .....

Weight of bridge, 970,000 lbs. (485 tons), at 5·40c. ....	\$52,380
Lumber, \$6 per mille, for 1,560 feet... ..	9,360
Railings, \$2 do 3,120 do .....	6,240
Total .....	\$67,980

The price quoted in Mr. Bonzano's tender is as follows :—

For iron spans erected, with iron floor beams.....	\$54,380
Floor .....	9,360
Railing .....	6,240
Total .....	\$69,980

I. C. REEVES, Esq., Russell House, Ottawa.

No. 15.

CUSTOM HOUSE, Ottawa, 7th January, 1881.

SIR,—Will you kindly send, per bearer, a letter to the Collector giving authority to Mr. Appraiser Frazer to be present, on behalf of the Department, before the Experts *re* Bridge Seizure. Mr. Frazer requested me to write this note to you.

I have the honor to be, Sir, your obedient servant,

J. T. BARTRAM, *Surveyor*.

Hon. MCKENZIE BOWELL, Minister of Customs.

Mr. BERTRAM,—I instructed Mr. Fraser this morning what his duty in the matter was.

M. BOWELL.

*Telegram from A. Fleck to John Taylor, Montreal.*

No. 16.

OTTAWA, 10th January, 1881.

The Commissioner will not interfere between us. I want to see the papers—  
Telegraph me your consent.

A. FLECK.

*Telegram from John Taylor, Montreal, to H. B. Merrill, Ottawa.*

OTTAWA, 10th January, 1881.

If Collector consents also, my colleague Fleck may see the papers anent Arbitrators, left in your custody.

JOHN TAYLOR,

*Telegram from John Taylor, Montreal, to H. B. Merrill, Ottawa.*

OTTAWA, 19th January, 1881.

Send me copy of depositions as soon as taken.

JOHN TAYLOR.

*Telegram from John Taylor, Montreal, to Z. Wilson, Ottawa.*

OTTAWA, 20th January, 1881.

Tell Merrill a letter was handed him by Frazer, with address erased; state date and who from. Answer quick.

JOHN TAYLOR.

*Telegram from John Taylor, Montreal, to Z. Wilson, Ottawa.*

OTTAWA, 21st January, 1881.

Tell Merrill not to fail sending copy of all testimony taken yesterday and to-day up to closing of mail.

JOHN TAYLOR.

*Telegram from John Taylor, Montreal, to H. B. Merrill, Ottawa.*

OTTAWA, 22nd January, 1881.

Will be in Ottawa this day week if Reeves can travel.

JOHN TAYLOR.

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## RETURN

(125)

To an ORDER OF THE HOUSE OF COMMONS, dated 28th January, 1881;—  
For a Return shewing the number of Yards of Oil Finished Window  
Cloth imported into Canada during the last twelve months, and the  
total Value of the same.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
10th March, 1881.

*Secretary of State.*


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## RETURN

(126)

To an ADDRESS OF THE SENATE, dated 13th January, 1881;—For all the  
Correspondence and Papers connected with the Removal of the Post  
Office in Prescott to the Town Hall; also, what the additional  
expenditure will be yearly in consequence of such Removal.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
12th March, 1881.

*Secretary of State.*

[In accordance with the recommendation of the Joint Committee on Printing, the above  
Returns are not printed.]

## RETURN

(127)

To an ORDER of the HOUSE OF COMMONS, dated 23rd February, 1881 ;—For a Copy of Engineer's Report of Survey made at Cascumpec Harbor, Prince County, Prince Edward Island, during the summer of 1880, with a view to improving said Harbor, together with copies of all Letters and other Correspondence received by the Department of Public Works since the 1st February, 1880, having reference to the same subject.

By Command,

JOHN O'CONNOR,  
*Secretary of State.*

Department of the Secretary of State,  
15th March, 1880.

### SCHEDULE OF PAPERS ENCLOSED.

COPY OF No. 10255—Letter from Ed. Hackett, M.P., dated 21st December, 1880, requesting that a sum be appropriated for the improvement of Cascumpec Harbor, P.E.I.

“ No. 11356—Letter from Chief Engineer, Public Works Department, dated 3rd February, 1881, submitting Mr. Boyd's report on his examination of Cascumpec Harbor, in which he estimates cost of improvements required at \$86,000. Referring to his previous reports on the subject, and stating that he cannot recommend any expenditure to be made unless the inner bar be deepened.

OTTAWA, 21st December, 1881.

DEAR SIR,—During the last Session of Parliament I had several interviews with you, having reference to the improvement of Cascumpec Harbor, Prince County, P.E.I. At one time you promised to place the sum of \$10,000 in the Estimates for that purpose, but, upon further consideration, you thought it better to allow the matter to stand until this year, when you would have more information upon the subject.

I hope that you now have the necessary information, and that you will be pleased to appropriate a handsome sum this year for the improvement of this important harbor.

Hoping to hear from you shortly on the subject,

I have the honor to remain yours truly,

EDWARD HACKETT.

Hon. H. L. LANGEVIN, C.B.,  
Minister of Public Works, &c., Ottawa.

OTTAWA, 3rd February, 1881.

SIR,—As intructed in Letter No. 2,848, I herewith submit a report by Mr. Assistant Boyd, on an examination made by him last year, of the Harbor of Cascumpec, P.E.I.

I may state that under date, 18th November, 1874 (No. 46,237), and again on 13th January, 1879 (No. 78,867), I submitted reports relative to the state, conditions and requirements of this harbor, which may be simply stated thus: Situated on the northern side of Prince Edward Island, it is one of the termini of the Government railway, and is also the principal port for shipping and rendezvous for vessels engaged in the fisheries. Its entrance is obstructed by two bars, the outer one of sand, a distance of about a mile from shore, over which there is nine feet at low water spring tides, which have a rise of only three feet. The inner bar is sandstone, with a depth over it of eleven feet. The harbor has an area of between six and seven square miles, receives the waters of several rivers. It is separated from the Gulf of the St. Lawrence by a long extent of sand beach, through which, in former years, two openings were made known as New and Goose Harbors, and these carry off a large quantity of the water which formerly passed out through the main channel.

In previous reports I submitted estimates of the cost of closing the openings through the beach, but could not recommend its being done because there is no certainty that, if these openings were filled, others might be made in other parts of the beach. I also referred to the question of opening a channel through the inner bar, 100 feet in width, to give a depth of 14 feet at low water, estimating the cost of doing so at \$50,000.

Mr. Boyd, in the report herewith, states that considerable changes have taken place in the harbor of late years, and that the waters of the Foxley River now pass through Goose Harbor, and as it is the largest of the rivers emptying into the harbor, its volume of water is lost for any serviceable action it might do in scouring out or keeping down the outer bar.

Mr. Boyd refers to my reports on the closing of New and Goose Harbors, and agrees with my statement that it is not desirable, on the score of expense, to do so. He, however, submits a proposition for the construction of a dam from Black Bank to Savage Island (see plan herewith), a distance of about 16,000 feet, the cost of which he estimates at \$86,000.

As before stated the inner bar is rock, and unless a sufficient channel be opened through it by blasting, there will be no necessity for building the work proposed by Mr. Boyd, because the increased volume of water which would be passed, after its construction, over the inner bar, would not have any perceptible effect in deepening the bar, and it would be most desirable, if works are to be undertaken, for the improvement of this harbor, that those works should consist in deepening the inner bar, which would permit the outflow of a greater volume of water than now passes over it, and thus might produce some effect on the outer bar, and, unless the inner bar be deepened, I cannot recommend that any expenditure be made at Cascumpec.

Mr. Boyd has shewn, extending from the northern entrance, the position in which works might be built to enclose the basin between the two bars, and to direct the current across the outer bar. If the inner bar be deepened, the materials removed, being ledge rock, might be placed in the position indicated by Mr. Boyd, and thus be utilized for the purpose stated by him.

I have the honor to be, Sir, your obedient servant,

HENRY F. PERLEY, *Chief Engineer.*

F. H. ENNIS, Esq., Secretary of Public Works Department.

OTTAWA, 29th January, 1881.

SIR,—I have the honor to submit the following report on the Harbor of Cascumpec, Prince County, P.E.I.

Cascumpec, formerly called Holland Harbor, is situated on the northern coast of Prince Edward Island, eighteen miles south of the North Point. It lies in the angle



where the general trend of the coast going eastward, changes from south-west to south-east; Cape Kildare being distant, N.E.  $\frac{1}{2}$  E., six miles, and Cape Aylesbury, at the entrance to Richmond Bay, distant, S.S.E.  $\frac{1}{2}$  E., 23 miles from the mouth of the harbor. The course, W. by N., leading up the channel as far as the lighthouse, exactly bisects the angle formed by these two coast bearings.

The entrance to the harbor is about 1,000 feet wide between the sand beaches. Besides the ordinary sand-bar outside, Cascumpec has a second bar of sandstone just inside the mouth. The depth of water on the outer bar is at present nine feet at extreme low water, and on the inner bar 11 feet. The distance between the bars is a little more than a mile; the channel is 600 feet wide with a depth of from 15 to 18 feet at low water. After passing the inner bar the channel varies in depth from 15 to 30 feet, with a width of from 600 to 900 feet for a distance of nearly four miles.

Cascumpec Bay is of great extent, having an area of between six and seven square miles, a large proportion of which is, however, very shallow. Four rivers discharge into the bay. Foxley and Mill Rivers are navigable by vessels drawing not more than ten feet for about four miles from their mouths. The Dock and Kildare are smaller streams, the latter being only navigable by boats.

Formerly there was but one entrance to Cascumpec Bay, for although there is a shallow passage at high water leading south into Richmond Bay, it is closed at low water by flats of sand and weeds.

In 1835 or 1836 a storm made a breach known as 'New Harbor,' in the sand hills about two miles southward of the main entrance.

In 1852 the storm known locally as the "Yankee Gale," from the great number of American fishermen lost, made a third opening about a mile and half south of New Harbor. This is now known as "Goose Harbor."

Since the opening of Goose Harbor a channel has formed running south from the mouth of Foxley River, close under Black Bank, to Goose Harbor, along the entire length of which I am informed, 14 feet water can be carried. I had not time to make a personal examination of the whole of this channel, but as I found 18 and 20 feet of water where the Admiralty Chart shows there used to be only 8 or 9 feet, it is fair to assume that the above information is substantially correct.

It is somewhat singular that although New Harbor has been in existence so much longer than Goose Harbor, and is directly opposite the mouth of the Foxley River, no well defined channel has opened through the intervening flats, but the waters of Foxley have sought the more circuitous route to Goose Harbor. This is probably due to the toughness of the mud forming those flats, the bottom near Black Bank probably partaking of the peaty nature of the bank itself.

It is indisputable that a large quantity of water which otherwise would be discharged as formerly through the main channel, is now lost through New and Goose Harbors, especially the latter, where the ebb current is as strong as in the old harbor.

With the view of ascertaining the effect of the openings on the bar I have searched for records of the depth of water at different periods.

Stewart's "Account of P.E. Island," 1806, speaks of this harbor as safe and "convenient, its bar being much protected by the land stretching to the northward towards Cape Kildare, and having a sufficient depth of water for ships of 500 tons burthen on its bar."

The Admiralty chart gives ten feet water on the outer bar in 1845. Admiral Bayfield, in the "St. Lawrence Pilot," says that vessels used to lie between the bars "to complete their cargoes, after loading to the draught that could pass over the inner bar; there being at that time much more water on the outer bar, 18 feet, it is said, at high water. The diminution of depth \* \* \* is attributed to the opening of a second entrance into the bay."

I am informed by a gentleman familiar with the harbor that up to 1855 there was 15 feet on the bar at high water equal to 12 feet at low water.

I think therefore it will be safe to assume that there was formerly about three feet more water on the bar than there is at present, and I do not see how the decrease

off depth can be accounted for unless it is due to the loss of water through the more recent openings.

It seems that the first step towards the improvement of the harbor or rather its restoration to its former condition should be the stopping of this waste.

The closing of the openings in the sand hills by cribwork would be, as you state in your report, almost impracticable, as there would be a constant danger of the sea undermining the work or breaking through the beaches at other points.

In view of this I would propose to build a breastwork across the flats from Savage Island to Black Bank. This would prevent the flow of water out of New and Goose Harbors, and the scour being thus stopped, the sea would soon fill those openings with sand and effectually close them.

The length of the breastwork would be 16,000 feet, but the water is shallow, from 5 to 7 feet at high water for nine-tenths of the distance, and there would be no sea to endanger the stability of the work.

I estimate the cost as follows:—

1,600,000 cubic feet	Brush and Pile work at 3½c.....	\$56,000 00
600,000 do	Cribwork in channel at 5c. ....	30,000 00
		\$86,000 00

There is a great difference of opinion among those interested in the matter as to the effect of the inner on the outer bar. The only way in which it can act is in checking the velocity of the ebb current.

This bar is about 1,200 feet wide with from 10 to 11 feet water on it, and 16 feet on each side at low water. It is said that the ice always forms first near the inner bar, and this would seem to indicate some diminution in the current at that point. Before deciding this matter, it will be necessary to have some observations made of the speed of the current on both sides of, and on the bar during both flood and ebb tides.

The quantity of rock to be removed to give a channel 15 feet deep at low water and 200 feet wide would be 40,000 cubic yards; for a channel 300 feet wide, 60,000 cubic yards, and for one 400 feet wide 80,000 cubic yards. I am inclined to think that any width less than the last mentioned (400 ft.) would be of but little avail for the purpose intended—the increase of scour on the outer bar.

The Admiralty chart of 1845 is the only plan of the harbor extant, and it is much to be desired that a proper survey and plan of the mouth of the harbor and bar, as it now exists should be made.

American fishing schooners draw about 12 feet, and to enable vessels of that draught to cross the bar with even a moderate sea on it there should be at least 15 ft. of water, and this it will be difficult to get.

Although the proposition is not likely to be entertained at present, I believe that a breakwater run out from Kildare Point to deflect the ebb current more seaward, and prevent it from following the shore northward, would increase the scour on the outer bar very materially and probably produce the depth required.

David Stevenson in "Canal and River Engineering" 1872, p. 272, says: "Mr. George Robertson in his recent survey of Indian Harbors found that at Cochin the removal of certain projecting spits of sand which protected the bar and sensibly reduced the depth of water as ascertained by actual survey.\*\* Reporting on Cochin he says: Were the current kept together till it got into such a depth of water that the action of the waves was not sufficiently powerful to stir up the bottom there would be no decided bar. In the survey of 1835, when the current was kept longer together by hard sand banks which prevented the stream from spreading there were from 16 to 17 feet on the bar. Since then the "fauces terre" have been gradually eaten away by encroachments of the sea; and the survey of 1852 shows that a bar was beginning to form with only 13 feet on it. In 1858 the bar had completely formed."

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This I think goes to show that a breakwater which would act in the same way as the sand banks spoken of by Mr. Robertson would so increase the scour on the bar at Cascumpec as to materially increase the depth of water.

The works required at Cascumpec are extensive and costly. I have no data on which to base a reliable estimate of the expense of the removal of the inner bar and the construction of the breakwater. Proper surveys are required before any conclusion can be come to, and in the meantime I merely submit the matter for your consideration.

I have the honor to be, Sir, your obedient servant,

JOHN EDWARD BOYD,

*Engineer in Charge, Harbour, &c., Maritime Provinces.*

HENRY F. PERLEY, Esq.,

Chief Engineer, Department Public Works, Ottawa.



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## RETURN

(128)

To an ORDER of the HOUSE OF COMMONS, dated 22nd December, 1880;—For copies of all Correspondence and Documents in relation to the dismissal of Duncan McDonnell, late Postmaster of Vankleek Hill, in the County of Prescott.

2nd. Copies of all Correspondence between the Postmaster General and one McLaurin, the present Postmaster of Vankleek Hill, respecting his appointment to the said Office, the Salary allowed him, and the management of the said Post Office generally.

3rd. Copies of all Instructions given to the said McLaurin in relation to the holding of the said Post Office of Vankleek Hill.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
12th March, 1881.

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*[In accordance with the recommendation of the Joint Committee on Printing, the above Return is not printed.]*

## RETURN

(129)

To an ORDER of the HOUSE OF COMMONS, dated 2nd February, 1881;—For copies of the Report of the Engineer who, in 1880, conducted the Exploratory Surveys of the River Yamaska, from its mouth up to La Belle Pointe, in the Counties of Bagot and St. Hyacinthe.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
11th February, 1881.

*Secretary of State.*

## RETURN

(130)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881;—For copies of Reports of Surveys for Harbors made by the late John Lindsay, Esq., C.E., on the North Shore of Lake Erie, between Point Pelée Reef and the mouth of the Detroit River.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
16th March, 1881.

*Secretary of State.*

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]

## RETURN

(131)

To an ADDRESS of the SENATE, dated 23rd February, 1881;—For a copy of any Order in Council regulating the working of the Railway Swing Bridge across the Burlington Bay Canal.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th March, 1881.

*Secretary of State.*

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## RETURN

(132)

To an ORDER of the HOUSE OF COMMONS, dated 14th February, 1881;—For a Return showing the Amount of money sent by Post Office Orders to Great Britain and Ireland during the past year, 1880, and the cost of the same;

Also, the Amount sent by Post Office Orders to the United States, for the same time, and the cost of the same.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
10th March, 1881.

*Secretary of State.*

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## RETURN

(133)

To an ORDER of the HOUSE OF COMMONS, dated 5th January, 1881;—For copies of all Correspondence between the Postmaster General or any Officer in his Department and the Owners or Agents of the Allan Line of Steamers, relative to the selection of the Port of Boston as their Terminal Winter Port, or in any way connected therewith.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
10th March, 1881.

*Secretary of State.*

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## RETURN

(134)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881;—For a Return showing the cost of maintaining the Fish-Breeding Establishment at or near Newcastle, Ontario, for the year 1876, and for each year since, including the year 1880.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th March, 1881.

*Secretary of State.*

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]



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## RETURN

(135)

To an ORDER of the HOUSE OF COMMONS, dated 23rd December, 1880 ;—For a Return of copies of all Evidence taken before the Deputy Postmaster of Winnipeg in the course of the present year, with reference to the grave complaints made against the management of the Post Office at Dominion City ; also, copy of the Report of the said Officer.

By Command,

JOHN O'CONNOR,

*Secretary of State.*Department of the Secretary of State,  
March, 1881.

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*(This Return contains the information required by a similar Order of the House of the 21st February, 1880.)*

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## RETURN

(136)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881 ;—For a copy of any Report made by Government Engineers respecting Works in the Harbor of Toronto, since 1st January, 1880, with Map showing the locality of the New Channel being dredged at the Western Entrance.

By Command,

JOHN O'CONNOR,

*Secretary of State.*Department of the Secretary of State,  
17th March, 1881.

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*[In accordance with the recommendation of the Joint Committee on Printing, the above Returns are not printed.]*

## RETURN

(137)

To an ORDER of the HOUSE OF COMMONS, dated 9th February, 1881;—For copies of Correspondence in relation to the Deepening of the River Nicolet, and a Harbor of Refuge at the entrance of that River; also, the Plans and Reports relating to the said undertaking.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
3rd March, 1881.

*Secretary of State.*

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## RETURN

(138)

To an ORDER of the HOUSE OF COMMONS, dated 17th February, 1881;—For a copy of all Correspondence and Reports of Engineers in relation to the Construction of a Breakwater and Breastwork at Souris West, in King's County, Prince Edward Island.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th March, 1881.

*Secretary of State.*

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]

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## RETURN

(139)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881 ;—For a copy of all Reports made by J. W. Trutch respecting a Railway between Esquimalt and Nanaimo, and between Emory and Burrard Inlet.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
12th March, 1881.

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## RETURN

(140)

To an ADDRESS of the HOUSE OF COMMONS, dated 7th March, 1881 ;—For copies of Correspondence between the Government and Mr. Joseph Charles Lislois, in relation to the Claim made by the latter for payment of an Amount sufficient to cover losses sustained by him through the destruction of one of his Buildings by fire, and of the Report of the Official Arbitrator to whom the said Claim was referred.

By Command,

JOHN O'CONNOR,

*Secretary of State.*

Department of the Secretary of State,  
17th March, 1881.

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## RETURN

(141)

To an ADDRESS of the SENATE, dated 12th April, 1880 ;—For copies of all Correspondence between the Dominion Government and the Provincial Government of British Columbia, and between the Supreme Court Judges of British Columbia and the Local and Dominion Governments on the “Better Administration of Justice Act, 1878,” and the “Judicature Act, 1879,” both passed by the Local Legislature ; together with the Official Protest of the said Judges against the allowance of those Acts ; and also, copies of the Reports of the Honorable the Minister of Justice on the various British Columbia Acts of the Sessions of 1877, 1878 and 1879, not hitherto printed.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th March, 1881.

*Secretary of State.*

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## RETURN

(142)

To an ADDRESS of the HOUSE OF COMMONS, dated 7th February, 1881 ;—For a copy of all Correspondence between the Government and the Provincial Government of Quebec concerning the purchase by the Dominion of Canada of the Quebec, Montreal, Ottawa and Occidental Railway, or the subsidizing of the same.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th February, 1881.

*Secretary of State.*

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[In accordance with the recommendation of the Joint Committee on Printing, the above Returns are not printed.]

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## RETURN

(143)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881;—For copies of all Correspondence between the Government and the Commissioner or Party in charge of the Expenditure and Repairs made on the Public Wharf at Port Hood during the last summer and fall, relative to the present state of said Wharf, and to the further sum necessary to complete said Repairs; also, a Return of said Expenditure so made.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
18th March, 1881.

*Secretary of State.*


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## RETURN

(144)

To an ORDER of the HOUSE OF COMMONS, dated 28th February, 1881;—For a Statement showing Expenditures on Meaford Harbor in years 1879 and 1880, with Reports of Engineers relating thereto, since January, 1879; with Statement showing Nature of Work done, with Quantities in each year, and the Names of Superintendent and Engineer; with Estimate of Cost of Work yet proposed to be done, and character of Work, showing, if dredging, the increase of depth of channel and width; also, area of Harbor to be excavated, the Number of Days the Dredge was employed in each year, and detailed Statement of Expenditure of Dredge, with cost of Towage of same in each year, specifying Places of departure and arrival.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
18th March, 1881.

*Secretary of State.*


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[In accordance with the recommendation of the Joint Committee on Printing, the above Returns are not printed.]

## RETURN

(145)

To an ADDRESS of the HOUSE OF COMMONS, dated 8th March, 1880;—For Correspondence on the subject of the County Court Judgeship and Junior Judgeship of Leeds and Grenville; and for a Statement, in detail, of the Amount of Judicial Work transacted by the County Court Judge and Junior Judge in each year for the last twelve years.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
17th March, 1881.*Secretary of State.*

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## RETURN

(146)

To an ORDER of the HOUSE OF COMMONS, dated 7th March, 1881;—For a Statement showing the Revenue and Expenditure in connection with the Union Suspension Bridge on the Ottawa River, from 1867 up to 1st January, 1881.

By Command,

JOHN O'CONNOR,

Department of the Secretary of State,  
18th March, 1881.*Secretary of State.*

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[In accordance with the recommendation of the Joint Committee on Printing,  
the above Returns are not printed.]

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